The Integration of a

GENDER PERSPECTIVE in the SIERRA LEONE POLICE

Dr. Aisha Fofana Ibrahim

DCAF
a centre for security, development and the rule of law

The Integration of a GENDER PERSPECTIVE in the SIERRA LEONE POLICE

Dr. Aisha Fofana Ibrahim

DCAF
a centre for security, development and the rule of law

Author
Dr. Aisha Fofana Ibrahim

Editor
Ms. Anike Doherty

Language editing by Ms. Cherry Ekins
Layout by Ms. Alice Lake Hammond: www.alicehammond.com

DCAF
The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is an international foundation whose mission is to assist the international community in pursuing good governance and reform of the security sector. The Centre develops and promotes norms and standards, conducts tailored policy research, identifies good practices and recommendations to promote democratic security sector governance, and provides in-country advisory support and practical assistance programmes.
Visit us at: www.dcaf.ch

DCAF's Gender and Security Programme
DCAF's gender and security programme works through research, policy and technical advice, and regional projects to support the development of security sectors that meet the security needs of men, women, boys and girls, and the full participation of men and women in security sector institutions and security sector reform processes.
Contact us at: gender@dcaf.ch

ISBN: 978-92-9222-232-1

Cite as: Dr. Aisha Fofana Ibrahim, *The Integration of a gender perspective in the Sierra Leone Police* (Geneva: DCAF, 2012)

Contents

Acknowledgements

This research was made possible thanks to the commitment of Inspector General of Police Francis Munu, whose leadership was manifested in his full and wholehearted support of the gender self-assessment process and the development of this case study. He not only gave of his time but also provided full institutional backing to the project by providing both human and financial support. Appreciation also goes to AIG Morie Lengor for his strong support throughout the assessment process, and AIG Elizabeth Turay, who, as head of the gender self-assessment working group, worked tirelessly to ensure the smooth operation of the process. Members of the working group who dedicated their time for meetings, administered surveys, conducted interviews, analysed data and compiled the survey findings include PC Ralph Sesay, CSP Memuna Konteh, Inspector Theresa Groga, Superintendent Aeisha Bangura, CSP Gloria Tarawally, Inspector Solomon Koroma and Inspector Abdul D. Bangurah.

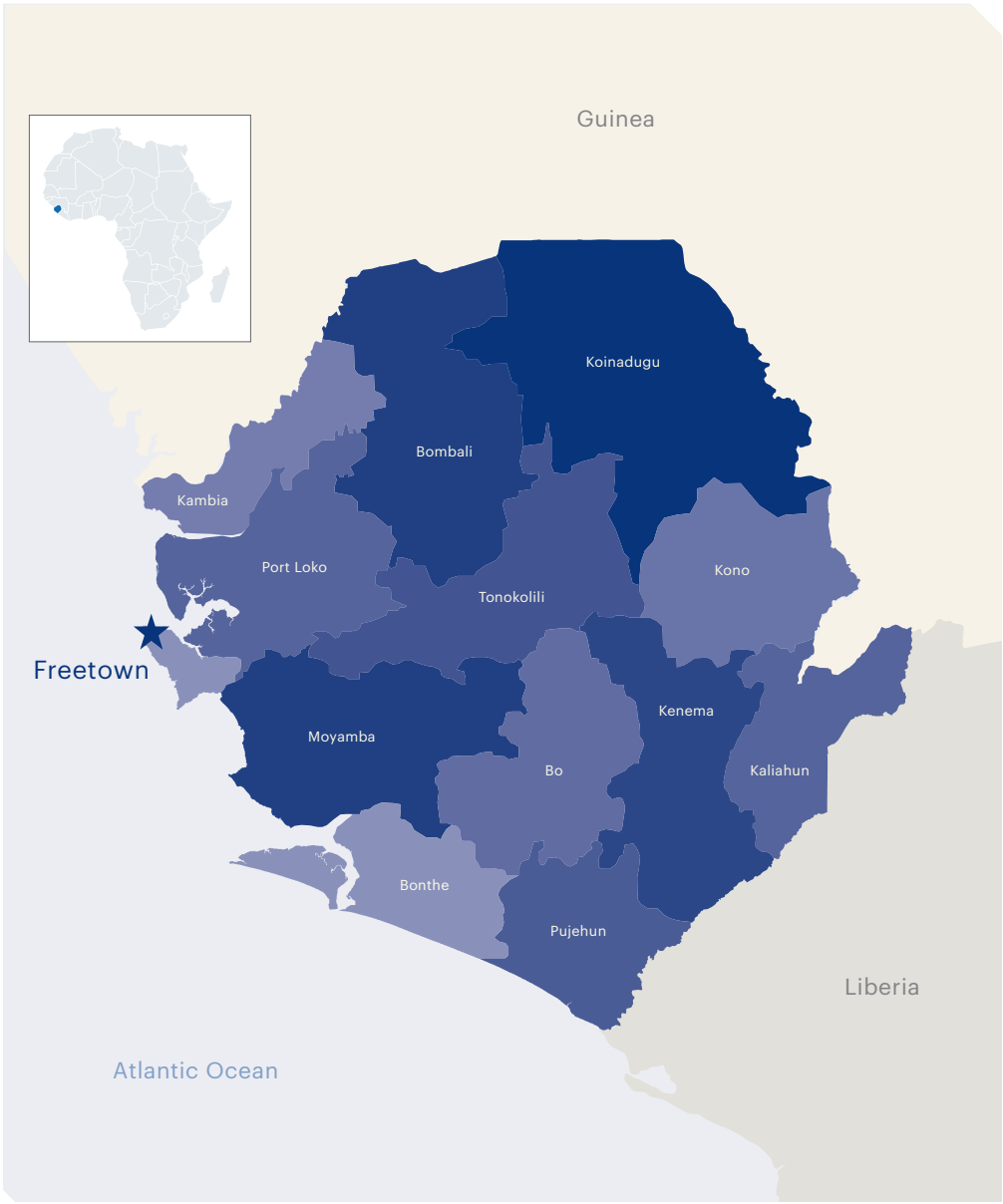
The author would like to express her thanks to the regional police and local unit commanders in the regions visited, for interviews and for making it possible for the working group to administer surveys and conduct interviews in their police divisions. Thanks also go to all police men and women of the SLP who willingly took part in the self-assessment survey and to all the stakeholders, including the parliamentary Committee on Internal Affairs, non-governmental organisation

partners, donors, LPPB chairs and members, the Ministry of Social Welfare, Gender and Children's Affairs, the Republic of Sierra Leone Armed Forces and the Human Rights Commission, among others, who willingly granted interviews. In addition, the author expresses her thanks to DCAF for providing the SLP with its *Gender Self-Assessment Guide* and for financial and technical assistance, and to Aiko Holvikivi, Caroline Pradier, Anike Doherty, and Daniel de Torres for their editorial support.

LIST OF ACRONYMS AND ABBREVIATIONS

AIG	assistant inspector general
ASP	assistant superintendent of police
CDIID	Complaints, Discipline and Internal Investigations Department
CID	Criminal Investigation Department
CSO	civil society organisation
CSP	chief superintendent of police
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DIG	deputy inspector general of police
EMB	Executive Management Board
FSU	family support unit
GBV	gender-based violence
GTI	German Technical Cooperation
IGP	inspector general of police
IRC	International Rescue Committee
JSDP	Justice Sector Development Programme
LPPB	local policing partnership board
LUC	local unit commander
NGO	non-governmental organisation
ONS	Office of National Security
OSD	Operational Support Division
PTS	police training school
RUF	Revolutionary United Front
SGBV	sexual and gender-based violence
SLP	Sierra Leone Police
SLPFSA	Sierra Leone Police Female Staff Association
SSR	security sector reform
UNCIVPOL	United Nations Civilian Police
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
WISS-SL	Women in Security Sector, Sierra Leone

FIGURE 1: MAP OF SIERRA LEONE



Various activities of the Sierra Leone Police in 2012. © Sierra Leone Police

1. Executive summary

The Sierra Leone Police (SLP) began its reform process in 1997. As part of this process, the service developed a number of key policies that seek to promote gender equality and responsiveness. These include the gender mainstreaming policy and sexual exploitation, sexual abuse and sexual harassment policy (both 2008). The police also introduced an accelerated promotion scheme and an intensive recruitment procedure to increase the hiring and advancement opportunities for female service members. In 2011 the SLP undertook, for the first time, to assess and evaluate the implementation and effect of its gender-related policies. To this end, it conducted a gender self-assessment in 2011 with the support of the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and a local external consultant (the author of this paper, Dr Aisha Fofana Ibrahim). This enabled the SLP to assess its achievements to date in integrating gender issues in its reform process, and identify remaining gaps as well as good practices to inform the ongoing restructuring. The findings of the SLP's self-assessment form the basis of this case study, which is intended to be of use to key stakeholders such as security sector institutions and oversight bodies, including parliament and civil society organisations, security sector reform practitioners and police services in other countries.

This case study focuses on the integration of a gender perspective in the following areas:

1. personnel and institutional culture
2. capacity development and training
3. policies and procedures
4. service delivery (issues such as gender-related crimes, access to services and community relations)
5. accountability and oversight.

Overall, results from the gender self-assessment revealed that the SLP has made many efforts to transform the service to be more gender responsive, but some challenges remain. The gender policies have laid the foundation for addressing gender equality issues in the service. There is increased collaboration between the police and other organisations working on gender-based violence issues. In terms of recruitment and advancement of women, an accelerated promotion scheme was created for female university graduates joining the SLP. The perception held by most SLP survey respondents was that the service has made strides in increasing the number of women in management positions. It is also more accountable with the creation of an internal oversight body, the Complaints, Discipline and Internal Investigations Department (CDIID), to prevent excesses committed by police personnel. Below are some of the main findings from this study.

Personnel and institutional culture

A vast majority of police personnel consider that all positions and responsibilities in the SLP are largely open for both sexes, since there are no formal restrictions for any post in the service. Also, a majority believe that the institution is committed to recruiting and retaining female personnel, including through stronger support from the top management.

To contribute to engendering of the institution, the SLP introduced an accelerated promotion scheme aimed at recruiting female college graduates. The scheme has been the quickest way to increase the number of female personnel in middle management. It is also considered the most contentious programme in the SLP, with 99% of respondents describing it as the most ineffective, mostly because male staff feel discriminated against in relation to female personnel.

Capacity development and training

Generally, measures have been taken to ensure that all SLP personnel are aware of their obligations when it comes to respecting human rights. In relation to gender-based violence, survey respondents considered that the SLP has done much in raising awareness about this through training workshops and courses.

But gender is not mainstreamed into SLP training curricula, and few training programmes are gender related (less than 20%[1]). Most gender-related training is for personnel of the family support units (FSUs), who constitute 3% of SLP staff. The FSUs were established to address and respond to cases of sexual and gender-based violence (SGBV). They are not present everywhere in the country, and currently lack resources. Police presence more generally is still low in many communities.

Policies and procedures

The SLP has two gender-specific policies, the gender mainstreaming policy and the policy against sexual exploitation, sexual abuse and sexual harassment. Most other policies are gender neutral, and thus tend to be more favourable to men in a male-dominated institution. The SLP also has gender-sensitive procedures such as the GBV standard operating procedures[2] and the police's procedural guidelines on policy-making[3]. Implementation of gender-related policies and procedures is inconsistent, however, mainly because of the absence of clear dissemination and implementation strategies.

Service delivery

Community policing was put in place with the establishment of local policing partnership boards (LPPBs). This has greatly improved the image of the police and collaboration with the population on crime prevention. FSUs, despite a lack of resources, have also contributed to an increase in the number of reported cases. Another challenge relates to SGBV cases being compromised by complainants, family members and other actors, and also the limited number of courts and magistrates.

Accountability and oversight

A vast majority of police personnel believe that the CDIID as an internal oversight body has been effective in addressing internal and external complaints regarding police behaviour. External independent oversight of the police could, however, be further reinforced.

Recommendations

Key recommendations by the SLP's ten-member working group which conducted the gender self-assessment include making some of the SLP policies more gender sensitive and creating an implementation and dissemination strategy regarding existing policies; sensitisation on the content of and justification for the accelerated promotion scheme for female university graduates in order to reduce the feeling of discrimination felt among male colleagues; continued efforts to increase the number of female personnel through adapted recruitment processes; training for female personnel in courses, such as prosecution and criminal investigations,

where there are fewer women; and the introduction of a rotational deployment system for all personnel to all units and departments. These recommendations seek to enable the SLP to become even more inclusive and responsive to the different security needs of the population, to identify needs and develop strategies to become more gender sensitive, to promote understanding internally of different aspects of gender-sensitive policing and to demonstrate SLP commitment to favourable working conditions, fair opportunities and gender equality.

ENDNOTES

1. Self-assessment findings revealed that out of 89 training programmes conducted by/for the SLP in 2009–2010, only 15 were gender related or women focused.
2. The GBV Standard Operating Procedures are part of the Domestic Violence Act (2007).
3. As it can be seen on p.146 of the section on "Policy making in the Sierra Leone Police" of the SLP *Compendium* for 2010.

2. Introduction

The Sierra Leone Police (SLP) is one of the core security sector actors[1] in Sierra Leone and has the largest number of personnel, at 11,529.[2] The service has gone through a transformation process that has been widely lauded.[3] This started in 1997, in the throes of war, and is an ongoing process that intends to transform the service from one characterised as being dysfunctional and rife with corruption, inefficiency, indiscipline, human rights abuses, ethnic tensions and political interference into its vision of "a friendly organisation which the people can trust". According to Adrian Horn, "there was a need for a complete restructuring of the police service in Sierra Leone. Restructuring necessitates not merely the drawing up of a new organisational structure. To achieve sustainable change, there has to be alteration in the attitudes and behaviour of all police officers, together with a critical shift in the management culture of the organisation."[4] The transformation of the SLP has not only been structural and operational but has also brought about some changes to the institutional culture, which was characterised by male dominance and control and in which female officers were not respected and occupied the lowest ranks. The SLP currently has a number of female assistant inspector generals (AIGs) and high-ranking officers in top management, and has introduced a number of policies and schemes focused on gender equality.

This case study was commissioned by the Geneva Centre for the Democratic Control of Armed Forces (DCAF) with the strong collaboration of the SLP to provide an overview of the police reform process, and in particular the integration of a gender dimension, achievements, remaining challenges and recommendations for becoming more inclusive and responsive to the needs of the entire population.

RATIONALE

The SLP conducted a gender self-assessment in 2011 to assess how effective the service has become in meeting the different security and justice needs of men, women, boys and girls, and promoting the full and equal participation of men and women within the institution. The SLP considered this process would help it to identify existing resources available and challenges, and that the assessment would enable the police to develop goals and strategies to address gender equality issues. Moreover, a gender-responsive institution is more likely to be effective in meeting the needs of the communities it serves and create a more favourable working environment; to have fewer problems with sexual harassment and discrimination; to benefit from improved accountability structures; to enjoy higher public trust; and to benefit from improved cooperation with the population.

METHODOLOGY

The case study is based on the results of an SLP gender self-assessment survey which was developed using DCAF's *Gender Self-Assessment Guide*.[5] Data for this case study also came from interviews conducted by the consultant with police personnel and other members of the security sector.[6] A literature review was conducted of documents including institutional reports, organisational policies, laws and statutes, standard operating procedures and research and dissertations on the SLP. A complete list of documents reviewed can be found in Annex 1.

The SLP gender self-assessment working group adapted and modified the DCAF guide, which highlights relevant gender issues and is divided into six themes: performance effectiveness; laws, policies and planning; community relations; accountability and oversight; personnel; and institutional culture. The SLP self-assessment used a variety of methods, both qualitative, including interviews and focus group discussions, and quantitative, including a survey. It was pre-tested in police headquarters before being administered to the target audience, which consisted of 79 personnel, including all heads of departments at headquarters as well as regional police commanders in all four regions of the country. This process took five months, from May to October 2011.

ENDNOTES

1. Core security actors include armed forces; police services; gendarmeries; paramilitary forces; presidential guards; intelligence and security services; coastguards; border guards; customs authorities; and reserve or local security units. OECD DAC, *Security Sector Reform and Governance*, DAC Guidelines and Reference Series (Paris: OECD, 2005).
2. This figure is as of 8 June 2012. "The SLP Current Strength" factsheet is updated and distributed on a weekly basis.
3. Rosalind Hanson-Alp, "Civil Society's Role in Security Sector Reform Process: Experiences from Conciliation Resources West Africa Programme", in Peter Albrecht and Paul Jackson (eds), *Security System Transformation in Sierra Leone, 1997–2007* (Birmingham: GFN-SSR, 2008), p. 210 (see also p. 9).
4. Quoted in Peter Albrecht and Paul Jackson (eds), *Security System Transformation in Sierra Leone, 1997–2007* (Birmingham: GFN-SSR, 2008), p. 31.
5. Megan Bastick, *Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector* (Geneva: DCAF, 2011). The guide can be downloaded in English and French at http://www.dcaf.ch/DCAF/EZ/Publications/Gender-Self-Assessment-Guide-for-the-Police-Armed-Forces-and-Justice-Sector. *DCAF's Gender Self-Assessment Guide* was designed particularly for use by police services, armed forces and justice sector institutions, and those working with them. It contains an eight-stage process to conduct an assessment, create an action plan and monitor and evaluate the plan's implementation. The guide was field tested for the first time with an African security sector institution, and the first time with any police force, in this SLP gender self-assessment process. DCAF's *Gender Self-Assessment Guide* was modified by the SLP according to the service's needs and local context. The SLP surveys were administered primarily by a working group of eight police personnel over a period of five months (the working group consisted of representatives from support services, corporate affairs, family support units, community relations and the Operations Planning and Policy Department). They were conducted in all four regions of the country. Interviews were also conducted with 23 different stakeholders within and external to the SLP, and six focus groups were held with police personnel in the western area and the southern, northern and eastern regions of the country.
6. All information in this case study that is not separately referenced is drawn from the author's interviews and focus group discussions with SLP personnel.

3. Background

HISTORICAL CONTEXT OF THE CONFLICT[1]

Between 1991 and 2002, Sierra Leone experienced a civil conflict fought between the government and the Revolutionary United Front (RUF) that was devastating and brutal in terms of human carnage, population displacement, destruction of infrastructure and overexploitation of the country's material and mineral wealth. The original RUF was made up of college students who had undergone military training in Tajura, Libya between 1987 and 1989. The war started in March 1991 with the RUF entering the country from Liberia, where it had supported Charles Taylor in his war, and occupied the border town of Bomaru in the South-Eastern part of Sierra Leone. A few months after the Bomaru attack, the rebels were able to control one-fifth of the country in the South-East region.

Over-centralisation of state power, unrestrained corruption, bad governance, political intolerance and exclusion, breakdown of state structures and rural neglect have all been recorded as some of the root causes of the conflict.[2] Having launched major attacks on several locations in the country, the RUF then focused on economic targets in the diamond-rich area of Kono district. While the control and operation of the diamond fields was not at the root of the conflict, the so called "blood diamonds" trade did help fuel the conflict because it made it possible for the

RUF to purchase arms and establish cross country links with other ex-combatants in Liberia. They later in turn acquired a vested interest in ensuring the conflict continued and for this purpose "hijacked" the RUFs original goals and corrupted its leaders.[3] On 29 April 1992, a group of soldiers under the command of Captain Valentine Strasser, promising to end the war and corruption, overthrew President Joseph Saidu Momoh and sent him into exile in Guinea. This coup was popular among civilians for a number of reasons: Sierra Leone had suffered enough from the war, with deteriorating social and economic conditions; labour and student unrest; and impending elections, which the opposition alleged the government was preparing to rig. The new military government, the National Provisional Ruling Council (NPRC), re-equipped and attacked the rebels causing major losses among RUF combatants. This led to a cease-fire in which general amnesty was extended to RUF soldiers who surrendered. However, rather than ending hostilities, the ceasefire provided an opportunity for the RUF to regroup and resume aggression. By 1996, five years into the war, the majority of the Sierra Leone Army (SLA) had joined the rebellion and thereafter became known as "Sobels" (soldiers turned rebels).

After a series of failed peace agreements (namely the Abidjan Peace Agreement in 1996 and the Conakry Peace Accord in 1997), a final comprehensive peace agreement was signed in Lomé, Togo in 1999. This agreement brought about a cessation of hostilities, set in motion the disarmament, demobilisation and re-integration process, established a government of national unity, granted amnesty to all fighters in the conflict, and declared a date for democratic elections in 2002. The Peace Agreement granted amnesty to RUF leader Foday Sankoh and other members of RUF and provided a framework for turning the RUF into a political party.

The consequences of the 11-year conflict are far-reaching and ominous. The war had curbed agricultural production drastically, cut government revenues from mining and seen the destruction of hundreds of schools, health centres and administrative facilities. Forced displacement had affected more than half of the population, which was estimated to be about 5 million at the outbreak of the conflict. It is generally acknowledged that about 60,000 people were killed, 2 million people displaced, and over 250,000 women and girls raped and thousands mutilated. The displacement of people and the brain drain, compounded by the destruction of schools, strained the education system. Moreover, the move to Freetown, by the internally displaced population saw a city designed to accommodate half a million people housing over two million people. As a result, the city was not capable of providing effective social services to the population and became a city of constant power outage, traffic jams, water shortage, ineffective health services and a high unemployment rate.[4] It is also pertinent to note that the increase in violent crime, such as armed robbery and rape, is also a manifestation of the 11 year brutal war.

SECURITY SECTOR REFORM

Before the war, Sierra Leone's security sector agencies and judicial system were corrupt, highly politicised and dysfunctional. The politicisation of the security sector started with the tampering of the 1978 constitution[5] in which president Siaka Stevens was granted power to appoint seven members of parliament. This made it possible for him to appoint both the heads of the army and police as members of parliament.[6] With both the executive and legislative arms of government seriously compromised, it came as no surprise that both security and judicial systems collapsed during the war. Moreover, during the conflict both the army and police committed human rights violations against the citizenry leading to deep mistrust and insecurity. The army had not only joined the rebels but had become a widespread source of insecurity. The police was inept, corrupt, accused of human rights violations, inefficient and undisciplined. In many areas in the country, chiefs traditionally have presided over both civil and criminal cases. In the absence of a functional state security sector, chiefs and other non-state actors constituted the most readily recognisable, albeit contested form of local authority and were the *de facto* security and justice providers in rural areas and big towns in Sierra Leone.[7] In essence, before and during the war, the security system of Sierra Leone was characterised by continuing state fragility, military instability and lack of political control in many parts of the country. It therefore became obvious that in order to maintain law and order and to regain the confidence of the citizenry in the aftermath of the war, they needed to be a total transformation of these institutions. Following the 1999 Lomé Peace Accords, a comprehensive UN peacekeeping mission was deployed, and the government of the UK began its first comprehensive SSR programme in the country.

Supported mainly by the UK and the UN, the SSR process focused primarily on the police and the armed forces through the establishment of a number of bodies, including the British-led International Military Assistance Training Team (IMATT) and the Commonwealth Community Safety and Security Programme; the National Security Council; the Office of National Security (ONS) and provincial and district security committees. The reform process occurred in distinct but overlapping phases, with the first phase starting in the midst of war in 1997 and ending in 2002. This first phase saw the establishment of the Sierra Leone Security Sector Reform Programme (SILSEP) to check the excesses of the army and the police. This phase was "dominated by attempts to begin a security reform process in the context of fighting a war and enforcing a stuttering peace punctuated by repeated ceasefires and resumptions of conflict."[8] In 2002, the National Security and Central Intelligence Act was passed which established the National Security Council, provincial and district security committees, the Central Intelligence and Security Unit, the Office of National Security and a complaints tribunal.[9] In addition, the Ministry of Defence was restructured, the Central Intelligence and Security Unit

was rebuilt and a Special Court for Sierra Leone and a Truth and Reconciliation Commission were established to address transitional justice and reconciliation.

The second phase, from 2002 to 2005, which was spearheaded by the ONS, marked the end of war and the conduct of peaceful, free and fair national elections. It was also during this period that the National Security Strategy was developed.

Phase three, from 2005 to the present is described as the consolidation and development phase.[10] Free and fair elections were held in 2007, and reforms focused on making security sector institutions such as the armed forces, police and justice system more gender-sensitive, inclusive and effective.

Overall, the SSR process in Sierra Leone has not been without shortcomings: it has been critiqued for its top-down, externally imposed approach; potential unsustainability; and the failure to support the reform of key SSIs such as the Ministry of Interior and the Sierra Leone Prison Service.[11] However, the extent to which the reform project has created a clear and holistic national framework has contributed to the fact that the process has been seen as an overall success. As Albrecht and Jackson (2009) rightly argue:

> The importance of the Security Sector Review cannot be underestimated. First, it gave much needed conceptual clarity to the institutions involved in or contributing to the security system, institutions that had a stake in defining what security meant for Sierra Leone. Second, the Office of National Security (ONS) established in 1999 as a mechanism for coordination of input from Sierra Leone's security institutions, matured during this phase and became one of the most capable and trusted security institutions in the country. Third, the fact that the Security Sector Review was integrated into the [Poverty Reduction Strategy Paper] aligned security and development to a degree that they had not been before in Sierra Leone or elsewhere.[12]

DIFFERENT SECURITY AND JUSTICE NEEDS

Security needs and experiences among the population vary depending on various factors including gender, age, class, religion, ethnicity, location, and context. Security is also invariably linked to increased stability, development and the respect of human rights. In essence, efforts to reform security sectors often seek to establish a secure environment through the creation of more efficient, responsive and accountable security sectors. In Sierra Leone, after an 11-year war, men, women, boys and girls mainly crave a violence-free society where the principles of democracy and law and order prevail. Despite a long SSR process, every Sierra Leonean is in one way or another still affected by key security threats, such as the

high rate of gender-based violence, burglaries, increased armed robbery, under-aged prostitution and trafficking, youth unemployment, drug and alcohol abuse, cultism, inflation and gangsterism in schools and tertiary institutions and, some of which are directly related to experiences of war (see Table 1 on crime rates below).

TABLE 1: REGIONAL BREAKDOWN OF RECORDED CASES FOR 2010

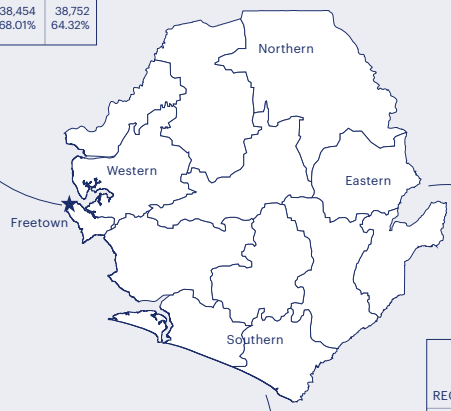
Types Of Offences[13]	Regions				
	West	East	North	South	Total
Offences against the person	17,863	2,888	3,525	3,404	27,680 45.94%
Offences against women and children[14]	2,242	340	1,113	383	4,078 6.77%
Offences against property	10,618	1,926	2,301	2,227	17,072 28.33%
Economic offences	6,593	902	919	933	9,347 15.51%
Offences relating to mischief & public order	1,322	104	205	163	1,794 2.98%
Miscellaneous offences	114	67	56	44	281 0.47%
GRAND TOTAL	38,752 64.32%	6,227 10.33%	8,119 13.48%	7,154 11.87%	60,252

Even though the country is relatively secure, people are, to some extent, still variedly concerned about state (the protection of territorial boundaries and the control of the security sector) as well as their own personal security (the security of individuals from harm and violence as well as the protection of individuals from different forms of violations, such as violations of human, political, social and economic rights, that could be inflicted by the state or by individuals). Results of a study conducted between 2005 and 2006 "revealed that personal security was rated more positively than general security."[15] The impending elections of 2007 probably contributed greatly to this sense of insecurity. In addition, police statistics report for 2007-2010 indicate an increase in the number of crimes reported that threaten personal security, especially armed robbery and sexual and gender-based violence, with 90% of the former and 60% of the latter reports in the Western area of the country, which is home to the capital Freetown and to an estimated 1.5 million or 27.27% of the country's estimated 5.5 million people. According to a police report, "the high crime rate in the Western Area could be attributed to high population density, poverty, high unemployment rate, broken homes, high drug abuse and the existence of cultism in schools and colleges etc."[16] For additional statistics, please refer to Annex 5.

TABLE 2: NUMBER OF REPORTED CRIMES 2007-2010 BY REGION

REGION	YEAR 2007	2008	2009	2010
NORTH	6,427 10.20%	6,837 10.97%	6,749 11.94%	8,119 13.48%

REGION	YEAR 2007	2008	2009	2010
WEST	43,011 70.24%	43,630 69.99%	38,454 68.01%	38,752 64.32%



REGION	YEAR 2007	2008	2009	2010
EAST	7,476 12.21%	5,991 9.61%	6,121 10.83%	6,227 10.33%

REGION	YEAR 2007	2008	2009	2010
SOUTH	4,324 7.06%	5,879 9.43%	5,220 9.23%	7,154 11.87%

Source: SLP Crimes Statistics Report 2010.

Not to scale.

Regarding gender-based violence, as Susan McKay notes, "Girls and women experience human insecurity differently from men and are subject to gender hierarchies and power inequities that exacerbate their insecurity. Because of their lower status, girls and women are less able to articulate and act upon their security needs, as compared with boys and men." In the context of Sierra Leone, the systematic acts of violence committed against women and girls, including rape and sexual slavery during the war in many ways continues post-war and now takes a variety of forms.[17]

Even as reported cases continue to increase, there still remains a high level of silence around issues of GBV. It has been noted that more girls report GBV than women, not necessarily because more girls are abused than women but rather

that women are less likely to report due to stigma and fear of reprisals from the perpetrator, most often the husband, and from the community. Likewise, women are cautious to report domestic violence if they are unsure of being afforded protection. Even though the Domestic Violence Act of 2007 makes some provision for the treatment of survivors, many GBV survivors are discouraged from seeking justice because, more often than not, they have to find funds to pay for the medical examination, certificates of evidence, FSU investigations, accommodation, food and cost of transportation during court proceedings. The majority of survivors cannot afford to meet these costs and are therefore easily persuaded to settle out of court by traditional authority, family and community members or sometimes even by personnel of state institutions.[18]

Cognisant of these different security threats, many laws and services have been introduced by the state to more effectively protect its people. The year 2005 saw the enactment of the Anti-Human Trafficking Act and year 2007, the three gender justice acts, namely the Registration of Customary Marriage and Divorce; Domestic Violence and the Devolution of Estate Acts; as well as the Child Rights Act. These acts protect the rights of boys and girls, men and women and mandate security sector institutions to prevent and respond to the violation of such rights. The National Action Plan on the implementation of UN Security Council resolutions 1325 (2000) and 1880 (2008), passed in 2010, also addresses issues of gender-based violence and gender-sensitive SSR.[19] Even though the passing of these laws is very commendable, certain aspects are problematic and need to be amended. Moreover, the supporting structures for effective implementation of these laws and a comprehensive implementation strategy are absent.

POLICE REFORM PROCESS

The Sierra Leone Police reform process started in 1997, was disrupted by the 1997 military coup against President Ahmad Tejan Kabbah and resumed in 1998. Reform was initiated because there was a need for a functional police force, “not just to reinstate security for the civilian population, but to re-establish state legitimacy in terms of providing internal security.”[20] By then “the police had effectively become a self-enclosed organization, lacking in openness, pro-activeness and orientation towards community accountability.”[21] Introducing the principles of democratic governance, effectiveness, professionalism, efficiency and community policing to an institution that was no longer trusted by the people and whose image had been badly dented, became one of the driving principles of the process. Gaining this trust was a top priority in the reform process and hence the SLPs vision of becoming “A force for good” or “a friendly organization which the people can trust.”

In 1998, president Ahmed Tejan Kabbah was reinstated, the reform process continued and “the Sierra Leone Policing Charter,” a blueprint for police reform

that established the primacy of the police in the provision of security, came into effect. It clearly indicated what the new police would look like and emphasised equal opportunities, professionalism, a focus on local needs-based policing and respect for human rights.[23] Supported mainly by the UK government and the UN, the transformation of the SLP started in earnest in 1999 and included infrastructural development; training and capacity building; changing the public image of the police and increasing public confidence in the SLP; instilling discipline, transparency and accountability; and gaining international recognition and respect for the institution.[24] Headed by a retired British police officer, Keith Biddle, the ranking system was modified and ranks reduced from twenty-two to nine an Executive Management Board (EMB) created, new departments and Local Policing Partnership Boards (LPPBs) were established. These reforms went hand in hand with the construction, refurbishment and restructuring of police divisions and police stations.

In addition, the SLP reform process has had a special focus on gender equality issues. In 2001, the first Family Support Unit (FSU) was established to respond to incidences of sexual, physical and emotional abuse of women and children within the family unit, investigate such cases of abuse and subsequently, bring perpetrators to justice and facilitate healing and reintegration of survivors (see page 45). The Gender Mainstreaming Policy and a Policy on Sexual Exploitation, Sexual Abuse and Sexual Harassment were adopted in 2008. The accelerated promotion scheme, in which recruits with tertiary qualifications are promoted from constable to inspector within six months, maternity leave and gender focused training were all introduced in an effort to engender the SLP.

ENDNOTES

1. For a more detailed account of the conflict see Ibrahim Abdullah (ed.), *Between Democracy and Terror: The Sierra Leone Civil War* (South Africa/ Dakar: UNISA for CODESRIA, 2004).
2. Peter Albrecht and Paul Jackson, *Security System Transformation in Sierra Leone, 1997–2007,* (Birmingham: GFN-SSR, 2009).
3. Ibrahim Abdullah critically questions the focus on diamonds as the root cause of the war. For a detailed analysis of the war and the formation of the RUF see Ibrahim Abdullah, "Bushpath to Destruction: The Origins and Character of the Revolutionary United Front in Sierra Leone", *Journal of Modern African Studies,* 36(2), 1998, p. 203–35.
4. Aisha Fofana Ibrahim, "War's Other Voices: Testimonies by Sierra Leonean Women", unpublished PHD dissertation, Illinois State University, 2006.
5. In 1978 President Siaka Stevens changed the constitution and awarded himself many powers without due judicial process.
6. Part 11 section 43(1)C states: "such other members not exceeding seven (7) as may be appointed by the president by instrument under the public seal and such members shall be entitled to sit and to speak and vote on any matter before parliament". This was, however, reversed by the 1991 constitution (section 155(3)), which stipulates that "No member of the police force shall hold office as president, vice president, ministers or deputy ministers or be qualified for election as a member of parliament whilst he remains a member of the police force."
7. In many areas in the country it was and still is the case that chiefs preside over both civil and criminal cases and dispense (in) justice at their own discretion. Moreover, the security of a guest in any given community is highly dependent on whether the person on arrival in that community makes it a point of duty to announce his/her presence and purpose of travel to the chief.
8. Peter Albrecht and Paul Jackson (eds), *Security Sector Reform in Sierra Leone 1997–2007: Views from the Front Line* (Geneva: DCAF, 2010), p. 10.
9. Note that this Act made no specific mention to women or gender issues.
10. Peter Albrecht and Paul Jackson (eds), *Security Sector Reform in Sierra Leone 1997–2007: Views from the Front Line* (Geneva: DCAF, 2010), p. 11.
11. According to Albrecht, "Many reform activities undertaken in support of the SLP in the late 1990s and early 2000s were not calibrated against what was affordable in the long-term. Consequently, once external funding for certain programmes, such as equipment procurement, decreased or ended, the Government of Sierra Leone could not afford to continue to fund such programmes." Peter Alexander Albrecht, *Transforming Internal Security in Sierra Leone: Sierra Leone Police and Broader Justice Sector Reform,* (Copenhagen: Danish Institute for International Studies Report, 2010), p. 8.
12. Peter Albrecht and Paul Jackson, *Security System Transformation in Sierra Leone, 1997–2007* (Birmingham: GFN-SSR, 2009), p. 5.
13. For the crimes included in each type of offence see Annex 5.
14. This category is separated from general offences against the person to include SGBV offences.
15. Judy Smith-Hohn, *Rebuilding the Security Sector in Post-Conflict Societies* (Berlin: LIT-DCAF, 2010), p. 105.
16. Sierra Leone Police Annual Crime Statistics Report 2010 (Freetown: Sierra Leone), p. 15. It is, however, worth noting that the number of crimes reported may be affected by additional factors, such as the reach of the police presence in different areas and the population's trust in and willingness to cooperate with the police.
17. Susan McKay, *Women, Human Security, and Peace-building: A Feminist Analysis,* IPSHU English Research Report Series No. 19 *Conflict and Human Security: A Search for New Approaches of Peace-building* (Hiroshima: Institute for Peace Science, Hiroshima University, 2004), p. 153.
18. For more information on SGBV see section on family support units, p.45.
19. Interviews conducted by Aisha Fofana Ibrahim and Niki Kandirikirira for the Sierra Leone national action plan on GBV (2010).
20. Other gender policies and strategies include the national gender strategic plan 2010–2013 (2010), the Sierra Leone gender mainstreaming policy (2000) and the advancement of women policy (2000).
21. Peter Albrecht and Paul Jackson, *Security System Transformation in Sierra Leone, 1997–2007,* (Birmingham: GFN-SSR, 2009), p. 29.
22. Ibid, p. 35.
23. In terms of size, before the war the police had 9,317 personnel. SLP strength was reduced to 6,600 during the war and increased. M. Malan, P. Rakate and A. McIntyre (eds), *Peacekeeping in Sierra Leone: UNAMSIL Hits the Home Straight,* Institute for Security Studies Monograph No. 68 (Pretoria: ISS, January 2002), p. 65.

24. For more on this see Tamba Richard Seddu, "The Reformation of the Sierra Leone Police in the Western Area after the Rebel War 200–2010", MA thesis, Njala University, Sierra Leone, 2010. Seddu looks at reasons, key areas and impact of the SLP reform process.

4. Current SLP mandate and structure

The SLP has 11,529 personnel, both operational and support staff, of whom 9,446 (83%) are men and 1,884 (17%) are women (Table 2). It is the lead government agency responsible for the country's internal security, including the maintenance of law and order, protection of life and property and the promotion of access to justice.

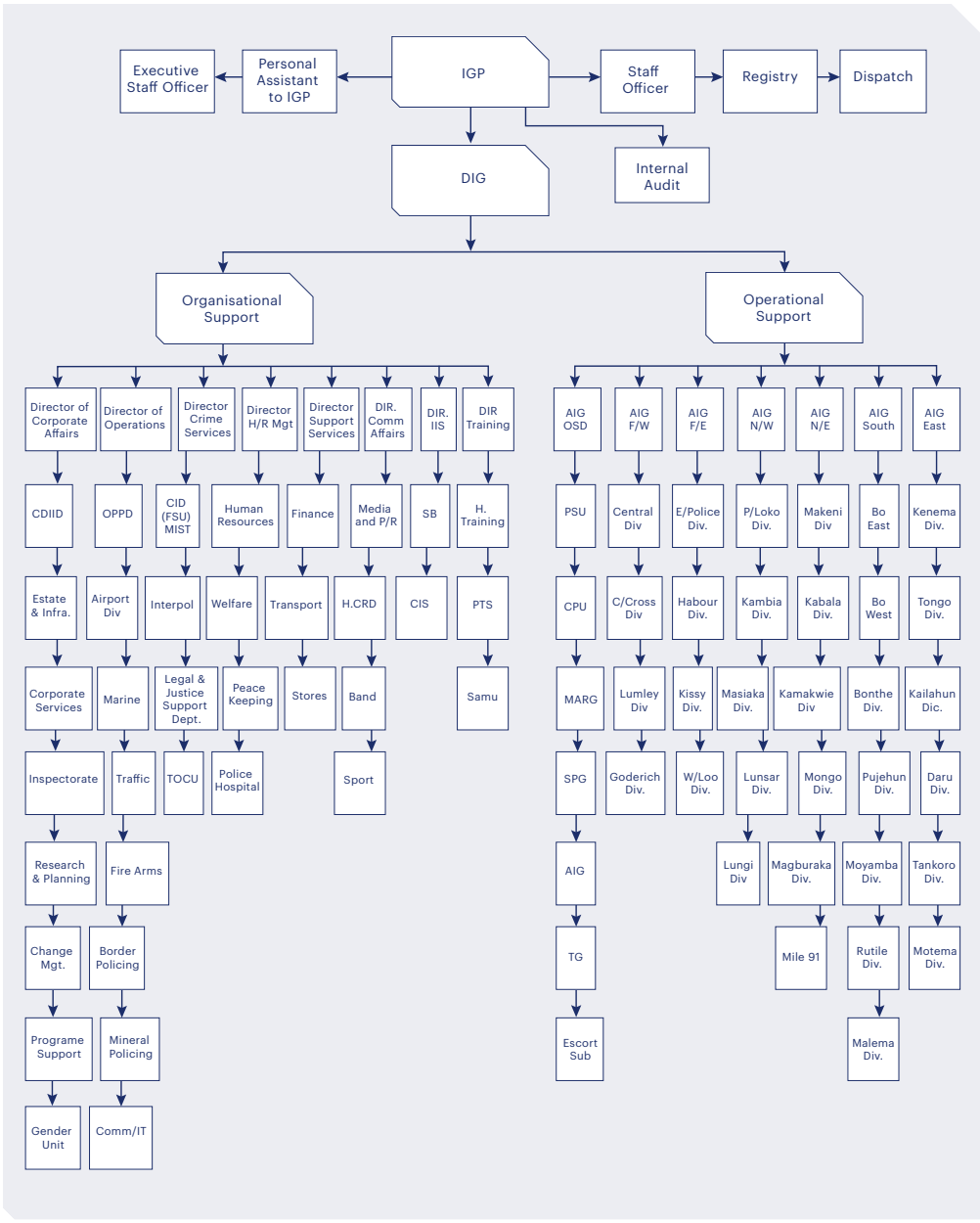
TABLE 2: NUMBER OF POLICE PERSONNEL BY RANK AT OPERATIONAL LEVEL

Ranks	Male	Female	Total
Inspector general of police	1	0	1
Deputy inspector general of police	1	0	1
Assistant inspector general of police	14 (87.5%)	2 (12.5%)	16
Chief superintendent of police	27 (93.1%)	2 (6.9%)	29
Superintendent of police	99 (90.8%)	10 (9.2%)	109
Assistant superintendent of police	263 (86.7%)	40 (13.2%)	303
Inspector of police	515 (77.8%)	147 (22.2%)	662
Sergeant	2,016 (87.9%)	277 (12.1%)	2,293
Constable	6,285 (81.9%)	1,389 (18.1%)	7,674
TOTAL	9,221 (83.2%)	1,863 (17.8%)	11,088[1]

STRUCTURE[2]

The SLP is headed by the Office of the Inspector General of Police at the national police headquarters and includes specialised units, police regions, local command units, police stations and posts, and a police training school (PTS). The SLP structure is shown in Figure 3.

FIGURE 3: SLP COMMAND STRUCTURE[3]



Source: Sierra Leone Police organigram as at 27 September 2012[4]

ENDNOTES

1. This figure represents operational staff. The remaining 441 are civilian or support staff who work as labourers and secretaries in the SLP nationwide.
2. The SLP Force Standing Order, 2004 edition.
3. Editor's note : after conducting the research, it was found that the Inspectorate Unit within the Corporate Affairs Directorate, has a monitoring and evaluation (M & E) officer.
4. This document was received in hard copy by the author.

5. Integration of gender issues into the police

INSTITUTIONAL CULTURE

The concept of institutional culture refers to a collection of values, history and ways of doing things that forms the unstated "rules of the game" in an institution. It goes beyond formal policies, practices and structures to define what is valued as important in the institution, and includes the norms and codes of behaviour that an institution accepts or allows for men and women.[1] The SLP, like other police services in West Africa and globally, has traditionally been very male dominated.[2] It has, however, demonstrated a serious commitment to correcting this gender imbalance: the percentage of female police in Sierra Leone is among the highest in West Africa and the SLP boasts the most comprehensive institutional gender policy framework in the region.[3] While the SLP has achieved much during its reform process, challenges remain, especially in terms of institutional culture: the service is still viewed, both internally and externally, as a mostly masculine institution.

Knowledge and understanding of gender-related policies, and more broadly of why the integration of gender issues is important, vary. The best known gender-related policy appears to be that on sexual harassment and abuse: virtually all personnel are aware of this policy and the gravity of the offence. However, while the policy explicitly states that "both males and females can be either the victims or the

offenders", the institutional culture does not seem to allow men to complain about sexual harassment. Other studies have noted that women are also reluctant to complain because of the taboo surrounding the topic as well as fear of reprisals.[4] The provisions of the gender mainstreaming policy, on the other hand, are not widely accepted as necessary and fair ways of correcting the gender imbalance within the service, as many personnel surveyed in the self-assessment felt that it gives an unfair advantage to women (see section on these policies, page 37).

The hierarchical structure, rank system and power dynamics that are part and parcel of such institutions work more in favour of men because they are patriarchal by design. Generally, women use the Sierra Leone Police Female Staff Association (SLPFSA; see page 30) as a forum to address both personal and work-related issues, whereas men build on squad-mate connections to make headway in the institution. Many respondents explained that police personnel who enrolled and passed the PTS together (squad mates) tend to favour, look out for and protect each other, especially when it comes to issues of promotion, transfer/posting and training opportunities.

Due to the huge gap between men and women in terms of recruitment and level of education, more men are in leadership positions and therefore have direct responsibilities to engender the institution. Many, it can be argued, are still resistant to women's advancement and consider that policing is a man's job. Female officers wear identity badges with their rank prefixed by "woman" (e.g. woman police constable), which suggests that male police are still considered the norm.

The notion that the institution is synonymous with masculinity is manifested in some male personnel refusing to go on patrol, do night duty or serve in remote posts with women. The argument is that it is too burdensome to be on a job and at the same time be responsible for the safety and welfare of female colleagues. These types of negative stereotypes affect female personnel already at the PTS: even though women are generally considered to perform as well as men, at the PTS and elsewhere in SLP, they are often believed to be the weaker sex and to be less intelligent.[5]

Finally, while all positions in the police service are technically open to women and men, many female personnel opt to work in stereotypical units such as traffic and FSUs or serve as secretaries in various departments. One explanation given for this is that many women lack the requisite qualifications to serve in specialised units and therefore shy away from requesting such posts. Another explanation is that there is an "old school" which believes specialised units are the purview of men and not for women. In essence, therefore, "though women have attained recognition and some occupy strategic positions, gender inequality continues to

favour the male".[6]

PERSONNEL

Institutional culture is influenced by factors such as staffing, policies, practices and capacity building, and reflected in retention and advancement rates and welfare issues. Within the SLP, as of 2012 there are 83% men and 17% women,[7] located in all four regions[8] of the country and expected to show the following qualities:

1. Respect for all through the display of equal rights for complainants and suspects in a polite manner.
2. Honesty by being truthful in whatever we do and in giving feedback.
3. Impartiality by showing equal treatment for all.
4. Integrity by maintaining self-pride and adhering to principles.
5. Accountability and transparency by being open and explaining our actions.
6. Apolitical: "Don't take sides with political parties in the discharge of duties."[9]

As one of the state agencies on the lower scale for salaries, 95% of police officers interviewed in the self-assessment complained of the SLP's conditions of service. As stated in the SLP's Standing Order, one principle of the recruitment policy is "to ensure that, prior to the commencement of the recruitment process, each applicant is fully aware of the conditions of service that apply in the Sierra Leone Police". Some challenges to ensuring integrity of all personnel are closely linked with salaries. Some survey respondents reported that some officers go to great lengths to ensure they retain more lucrative postings.

The SLP is an equal opportunity employer yet is still male dominated, with certain departments and units seen as the purview of male personnel. For example, even though all departments and units are technically open to both male and female personnel, the Criminal Investigation Department (CID) and the Operational Support Division (OSD), the armed wing of the police, attract more male than female officers (8% women in the OSD). Although efforts have been made to increase the number of female officers in the OSD, such as by having more women on the recruitment panel, the essence of equal opportunity does not seem to have taken hold in these departments.

Other staff concerns relate to promotions and transfers, which many consider to be among the least effective of SLP policies. Personnel are sometimes transferred without consideration to housing, schools for their children and access to medical care. Many police families are separated and many of the married female personnel interviewed said that they lobby against transfers because these often have an adverse effect on their family life.

In relation to promotions, male staff argue that these favour their female colleagues. Women in turn argue that those who benefit are mostly female college graduates who are in the accelerated promotion scheme, and not necessarily all female personnel. As discussed in the promotion policy section (see page 42), many male and female officers see the promotions process as unfair.

Education is one of the criteria for promotion. The SLP supports professional development of personnel through sponsored study leaves. However, this support is limited, as the study leave policy only grants such leave to six persons per year.[10] In practice the SLP financially supports six persons each year and grants leave to other personnel who have secured state or other forms of support.

In the survey, 91% of respondents believe that the study leave policy is centralised and therefore creates opportunity for nepotism. Staff who embark on academic study without approval find it difficult to present their certificates to the human resource department because they were not permitted to go on study leave and can face repercussions if they are found out. As a result, there may be hundreds of SLP personnel with academic diplomas in addition to the 422 who are officially recognised as having such. Many perceive the response to personnel who embark on studies without approval as being unfair, claiming that male staff who violate the rules are treated more harshly. Top management speculated that female personnel may face more lenient treatment due to the difficulties in retaining qualified women in the police. There are instances where a man will be dismissed but a woman demoted in rank for committing the same offence mainly because the SLP does not want to lose its few female personnel. It is therefore commonplace to see male staff with college degrees who have not been promoted in over 20 years nor been listed by the SLP as college graduates. This, according to many respondents, leads to more men than women with college degrees leaving the SLP. Furthermore, with no exit interview system in place, the SLP is unable to document effectively and understand the key reasons why some are leaving the service, or even how many have left.

In relation to welfare, institutional facilities are gender neutral and not responsive to the specific needs of men or women. For example, there are no separate lavatory facilities for men and women. Family-friendly provisions such as childcare, schools and recreation facilities are largely absent in the organisation. Maternity and paternity packages, whereby female staff are granted three months with pay and men only three days, are considered to be largely inadequate.[11] There are no flexible working hours for nursing mothers and no maternity uniforms for female personnel (although they are allowed to wear civilian clothing to work). In relation to the medical policy, female gynaecological procedures such as fibroid operations or C-sections are not covered, whereas procedures for male hernia are covered.

Although as of 2012 there are only 1,884 women (compared to 9,446 men) working in the SLP, this number is set to increase because of some of the incentives introduced to recruit and retain female personnel. For example, the decentralisation of the recruitment process has made it possible for many men and women in remote areas to join the service, and in many cases entry requirements, especially educational qualifications, have been lowered to accommodate female applicants. The most recent innovation is the 2005 recruitment and accelerated promotion scheme for college-educated women. This scheme is aimed at closing the gender gap at the management level, and can be seen as the most radical yet controversial policy in the SLP's efforts at creating a gender-responsive institution.

Accelerated promotion scheme

The accelerated promotion scheme was introduced in 2005 and aims to increase the representation of women in middle management positions. It targets college-educated female personnel, who are placed in a rapid promotion scheme that involves moving from the rank of constable to inspector within three or six months. Interestingly, this scheme, the brainchild of Kadi Fakondo, a champion of women's empowerment in the SLP and for a long time the only female AIG, does not exist as a formal policy but only as a concept paper. As it is not a policy but rather a temporal measure established to bridge the gap between male and female personnel, especially in middle management, there is no set period for when those in the scheme are promoted. The first set of female graduates who were promoted under this scheme in 2005 were upgraded on passing-out day after spending six months in the PTS, while the second set were promoted after serving for three months. The decision on when and how to promote is the prerogative of the EMB.

Supported mainly by the EMB, the scheme appeared during the self-assessment process as the most controversial gender-oriented practice of the SLP, in the sense that male graduates and non-graduate female personnel feel discriminated against. Since its inception, 17 female incoming recruits and serving officers have benefited from it and nine are on the waiting list to enter the scheme. In order to make personnel more versatile, recruits spend six months training and acquiring different expert skills in each major police department. This rotational system is very empowering for female recruits because it enables them to break the stereotype postings and creates the space for them to work and advance in traditionally male-dominated departments such as CID, criminal prosecution and firearms.

The scheme is seen as a blessing by the majority of women in decision-making posts, who see it as the quickest way of absorbing female personnel into middle management. In the words of a senior female officer, "the scheme is very much

appropriate especially at a time when the SLP is trying to bridge the gap between male and female personnel. Presently women constitute 17% of the [police] compared to 83% [men] and they are virtually absent in administrative, strategic and operational areas so the institution of such a scheme is timely. It only shows that the organisation is bound by treaties and statutes and has the obligation to respond and comply with international rules and policies."[12]

However, the self-assessment survey revealed that over 90% of male respondents do not support this scheme because they believe it demoralises male staff and creates unhealthy competition between men and women. They also argue that female staff on the scheme are undertrained and inexperienced because the time spent in each police department is too short. It is commonplace to see male staff with the same qualifications and years of service still constables while their female colleagues are inspectors. As a senior officer argued, "the gap created by such promotions is too wide and creates a lot of animosity. Moreover, performance wise, the women promoted are not always doing very well because they often lack the requisite training and experience."[13]

The Sierra Leone Police Female Staff Association[14]

Institutional efforts and structures to support women and establish a gender-responsive police service can be complemented by the activities of a female staff association. The SLPFSA was formed in 2007,[15] with membership open to all female police personnel. It currently serves mainly as a welfare advocacy body. Membership is automatic for all female personnel, but paid membership through monthly dues is voluntary. This is because the request by the executive to deduct dues from source was denied by the EMB, which felt that the membership fee of Le 5,000 (approx. US$ 1.1) would create undue hardship for members. Even though the association was envisioned as a forum through which female personnel could close the leadership gap that exists in a male-dominated institution, its executive has no decision-making powers and depends on the goodwill of the EMB for the association's existence. For example, the association has no mandate or by-laws, and cannot run an advocacy campaign without the blessing of or permission from the EMB. The body is supported by many male colleagues, however – mainly local unit commanders (LUCs) who take turns to host meetings in their police divisions.

Though the association is yet to be formally mandated as an advocacy and welfare organ within the SLP for female staff, its primary focus is "advocating for equal opportunity in the workplace and mainstreaming gender in all aspect of policing – from recruitment to retirement".[16] During the last promotion exercise in 2011 the association was able to lobby for female staff by advocating that they are awarded 30% of the total number of promotions. Though this demand for a 30% quota for women was not made into a policy, the advocacy resulted in advances for some

female personnel, including the promotion of one woman to the rank of AIG and two to chief superintendent of police (CSP). The association has also organised workshops for its members, although for funding reasons these workshops are few and far between and have focused mainly on leadership training.

The association meets regularly, shares information and admonishes male officers present at meetings to be gender sensitive. Meetings are used as a forum to explain institutional policies such as prevention of sexual harassment and to address issues raised by senior female staff and the general public, including, for example, violations by female police of the police dress code.[17] Members are encouraged to apply for higher-ranking jobs within the SLP, acquire new skills, update educational qualifications and act professionally. Executive members of the SLPFSA see the body as a forum for advocating for gender equality and the advancement of women in the institution. However, according to a senior officer, "there are no barriers to advancement for female personnel. Lack of education holds many of them back and that is not the making of the police."[18]

In addition to the policewomen's association, Women in Security Sector, Sierra Leone (WISS-SL) is an umbrella body for female personnel in the security sector and advocates on behalf of women in the sector, including female police. It has conducted advocacy and also organised capacity-building activities for its members and public awareness-raising initiatives. Every woman in the security sector is an automatic member of WISS-SL, but payment of dues is voluntary.

ENDNOTES

1. Megan Bastick, *Gender Self-Assessment Guide*, p. 36.
2. Aiko Holvikivi and Kristin Valasek, "Summary and Analysis of Findings", in Miranda Gaanderse and Kristin Valasek (eds), *The Security Sector and Gender in West Africa: A Survey of Police, Defence, Justice and Penal Services in ECOWAS States* (Geneva: DCAF, 2011), p. 18; Tara Denham, "Police Reform and Gender", in Megan Bastick and Kristin Valasek (eds), *Gender and Security Sector Reform Toolkit* (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008), p. 4.
3. Aiko Holvikivi and Kristin Valasek, "Summary and Analysis of Findings", ibid., p. 14–18.
4. Jenny Becker, *Freedom through Association: Assessing the Contributions of Female Police Staff Associations to Gender Sensitive Police Reform in West Africa* (Ottawa, ON: North-South Institute, 2012).
5. Adrian Horn, Martin Gordon and Peter Albrecht, "Sierra Leone Police: Review of Capabilities", unpublished report (London: UKAID/Department for International Development, 2011), section 7.1(6), p. 41.
6. SLP 2009–2011 Strategic Plan, p. 10.
7. In comparison, the average level of participation of women in the police forces for West Africa is 10.34%. Miranda Gaanderse and Kristin Valasek (eds), *The Security Sector and Gender in West Africa: A Survey of Police, Defence, Justice and Penal Services in ECOWAS States* (Geneva: DCAF, 2011).
8. According to the DFID report, women make up 25% of officers in the western area, 11% in the north, 14% in the south and 13% in the east.
9. SLP 2009–2011 Strategic Plan, p. 2.
10. According to the SLP study leave policy, "Study leave with or without pay may be granted by the SLP without sponsorship to only six (6) eligible applicants each year. However, what this has come to mean in the SLP is that the SLP will only pay for six personnel but will grant leave to personnel that have secured state or other forms of support. For example, for the 2011/2012 academic year, 26 police personnel were granted study leave – six financially supported by the police, ten by the state and ten secured international scholarships. It is encouraging to note that there was a gender balance of the six personnel supported by the SLP – three men and three women.
11. "Provisions for maternity leave exist in all West African countries, but the length of leave varies from eight to 14 weeks, with 14 being the most common. In comparison, under half the police services of these countries provide paternity leave, which is commonly three days." For more information see Miranda Gaanderse and Kristin Valasek, *The Security Sector and Gender in West Africa*.
12. Interview with AIG Elizabeth Turay, director of support services, police headquarters.
13. Interview with AIG Amadu Mannah, director of corporate services.
14. For more on this association see Jenny Becker, *Freedom through Association*.
15. Before the SLPFSA was formed, female personnel did have an association, The Forum, established in 2005 with membership opened to only senior female staff. The SLPFSA opened its membership to all female police personnel in all parts of the country.
16. Interview with ASP Memuna Konteh, president, SLPFSA.
17. For example, by putting on make-up and weaves, and wearing big earrings and the wrong type of footwear.
18. Interview with AIG S.I.S. Koroma, director, human resources.

6. Capacity development and training

The gender mainstreaming policy provides that "all SLP personnel receive annual training on equal opportunities and gender equality in the workplace". Equitable access to training can help ensure that female staff are not confined to certain posts typically thought of as being appropriate for women. The SLP Training Department's annual report (2009–2010) lists 89 different training courses and workshops conducted. These were funded/organised by different governmental and non-governmental organisations (NGOs), including the United Nations Development Programme (UNDP), the International Rescue Committee (IRC), the Justice Sector Development Programme (JSDP), the United Nations Population Fund (UNFPA), German Technical Cooperation (GIZ) and the SLP. Of the 89 programmes, only 15 were gender related or women focused. Twenty-seven of the programmes were organised by the SLP; of these, only one was women focused, namely female graduate recruitment training. The other 14 gender-related programmes were funded and organised by agencies outside the SLP (Table 3).

Furthermore, training manuals at the PTS do not contain modules that are particularly focused on gender equality or human rights. This falls short of the goals of the gender mainstreaming policy. In-service training courses rarely incorporate such issues. For example, of the 13 in-service training courses for personnel noted in the SLP Training Department's annual report (2009–2010), none was on gender-related issues.

Interestingly, all training for the police should be "need based", but this does not seem to be the case, as over 60% of respondents interviewed had only a vague idea of gender-related issues and even fewer knew much about the three gender justice acts.[1] Training on GBV issues has tended to focus on staff of the specialised FSUs. This leads to a shortfall in service delivery, as not all areas of the country are covered by FSUs. In addition, human rights but not gender feature in the induction and in-service training offered by the police.

The SLP 2009–2011 Strategic Plan noted that "despite the training and development, there still remains a lack of capacity within the organization to adequately respond to community safety and security issues and to sophisticated criminal activities".[2] Moreover, female staff are mostly in stereotyped jobs and opportunities for training are often limited to computer hardware and GBV training, which in essence pigeonholes them in their positions as secretaries and officers at FSU stations.

TABLE 3: GENDER- AND WOMEN-FOCUSED TRAINING OFFERED TO SLP PERSONNEL, 2010

No.	Course	Organiser	Date	Duration	Men	Women
Courses targeting female personnel						
1	Female graduate recruitment training	SLP	4.1.2010–26.3.2010	12 weeks	–	10
2	Leadership skills development for female officers	JSDP	2.8.2010–6.8.2010	1 week	–	20
3	Leadership skills development for female officers	JSDP	9.8.2010–13.8.2010	1 week	–	38
4	Leadership skills development for female officers	JSDP	16.8.2010–20.8.2010	1 week	–	20
5	Middle management for women	JSDP	18.10.2010–5.11.2010	3 weeks	–	100
6	Strategic leadership	CW/UN	08.3.2010–14.4.2010	6 weeks	–	2
7	Strategic leadership	CW/UN	12.9.2010–13.11.2010	9 weeks	–	2
Courses on gender-related issues						
8	GBV	GTI	24.8.2009–28.8.2009	1 week	85 34%	165 66%
9	FSU revised training manual	JSDP	30.8.2010–3.09.2010	5 days	20 57%	15 43%
10	Curriculum development on SGBV	CW/UN	29.9.2010–3.10.2010	4 days	1 100%	–
11	Curriculum development on SGBV	CW/UN	8.12.2010–12.12.2010	4 days	1 100%	–
12	SGBV	ILEA	2.8.2010–6.8.2010	5 days	1 50%	1 50%
13	SGBV and case management	UNDP	23.4.2010–24.4.2010	2 days	25 58%	18 42%
14	Investigating sexual and domestic violence	IRC	11.11.2010	1 day	15 65%	8 35%
15	Investigation on domestic violence and sexual offences	UNFPA	6.12.2010–9.12.2010	4 days	20 50%	20 50%

ENDNOTES

1. The gender justice acts are the Registration of Customary Marriage and Divorce, Domestic Violence and the Devolution of Estate acts and the Child Rights Act (2007).
2. SLP 2009–2011 Strategic Plan, p. 4.

7. Policies and procedures

The SLP is a regional frontrunner in that it has adopted some key gender-related policies on gender mainstreaming and sexual harassment designed to create a productive work environment for female and male personnel and provide gender-sensitive service delivery.[1] However, gender has not been effectively mainstreamed into other institutional policies. The majority of SLP policies remain gender neutral, which for a traditionally male institution means that they are primarily designed for male staff with no specific attention to gender needs and diversity. The inconsistent use of "he/she" in all police policies can be considered illustrative of a short-coming in relation to gender mainstreaming.

In addition, the SLP's 2009–2011 Strategic Plan pays no attention to gender. It outlines five strategic areas and priorities for development: personnel development and management; an apolitical SLP discharging duties in a professional way; consistent, coherent and functional policies, systems and procedures guiding the operations of the SLP; adequately resourced police swiftly and professionally meeting the needs of Sierra Leone; and satisfactory conditions of service and welfare for the SLP. Each of these priorities has three to six outcomes, but gender equality, women's empowerment and equal opportunities did not feature in any. The 2012–2014 SLP Strategic Plan is slightly different in the sense that its strategic area 2 focuses on intelligence-led police/scientific support to criminal and GBV

investigations. Gender equality, equal opportunity and the empowerment of female personnel do not feature in the new strategic plan.

GENDER MAINSTREAMING POLICY

The SLP gender mainstreaming policy was created in collaboration with UNDP and adopted in April 2008 "with the aim of promoting equality of opportunity for women and men in the Sierra Leone Police, and eliminating unlawful gender-based discrimination, harassment and abuse within the SLP force. The policy covers provisions for gender equality and support for women employees of the SLP in recruitment, training, deployment/transfers, promotions, representation/leadership." These provisions include equal recruitment opportunities for both men and women; targeted recruitment of women through the local media and in secondary and tertiary educational institutions; ensuring proportionate numbers of women and men on all recruitment panels; training for women in all areas, in particular motorbike riding, vehicle driving, computer skills and adult literacy; equal opportunities in deployment and transfers; paid maternity leave for women and the provision of healthcare such as gynaecological services; annual training on equal opportunities and gender equality for all SLP personnel; scholarships for female officers seeking further educational qualifications; a mentoring programme to support the development of junior female staff; active measures to achieve equal representation of women and men in SLP decision-making structures; and the appropriate allocation of human and financial resources to facilitate full implementation of the policy. The AIG of professional standards submits quarterly progress reports to the SLP EMB on policy implementation. With the exception of targeted recruitment processes and paid maternity leave for female police staff, the other provisions are yet to be implemented.

The SLP self-assessment survey revealed that this policy is seen by most as favouring women, especially in relation to recruitment, deployment and transfers. While 90% of male personnel in top management see the need to lower the entrance requirements for female personnel, over 90% of respondents at the grade of assistant superintendent of police (ASP) and below complained that the recruitment process was unfair to men and contributed to the high level of incompetence experienced in the SLP. Lower-ranking male personnel argue that this leeway creates an opportunity for corruption and nepotism, in the sense that many female personnel are recruited because they are in one way or another connected to an officer in top management through family, ethnic or patronage ties.

The deployment and transfer process is also seen to favour women to the detriment of men. Many respondents are of the opinion that, in contrast to women, men are transferred without consideration for their domestic and other arrangements. It

is commonplace, they argue, for female personnel to refuse a transfer outright without facing any repercussions, or to get their transfers reversed easily.

The deployment process, especially with regard to peacekeeping missions, was seen as problematic. Deployment on a peacekeeping mission has become the type of posting most desired by police personnel; it is seen as a life-changing opportunity in the sense that those on mission can earn up to US$5,000, which is much more than they could ever make at home – the basic salary of a constable is SLL365,108 (US$83) and the highest salary in the service is SLL4,939,177 (US$1,135). It is also an opportunity to leave the country and gain more policing experience. The selection process, many claim, is rife with favouritism and was abused to the extent that the eligibility criteria had to be changed and enforcement mechanisms put in place. For example, respondents said that many unqualified and ineligible female staff were sent on missions solely because they had connections. Others claimed that women were enlisting in the police with the sole intention of being sent on peacekeeping missions. The new policy created to curb abuse of the system stipulates a minimum of five years' police service to qualify for deployment to a peacekeeping mission.

Although much has been done to mainstream gender into the SLP, female staff continue to be the minority in all departments, and are even resisted in some specialised units such as the OSD. The earliest recruitment campaign for the OSD in 2002 "was gender exclusive to the extent that no women were permitted to apply".[2] Furthermore, all 734 personnel selected to be trained in the OSD in 2009 and 2010 were men. In 2012, however, efforts have been made to recruit more women into the OSD.

POLICY ON SEXUAL EXPLOITATION, SEXUAL ABUSE AND SEXUAL HARASSMENT

The SLP policy on sexual exploitation, abuse and harassment was adopted in April 2008 "to ensure the SLP has a work environment free of sexual exploitation and sexual harassment and their behaviour towards the population is consistent with the high standards of conduct expected of them at all times on and off duty. It affirms the SLP's commitment to fulfilling its mission of being a 'Force for Good'." This objective speaks to creating a more effective and productive work environment and thereby increasing the security of both police personnel and service recipients.

The policy covers a wide range of people, including SLP personnel, contractors, consultants and volunteers such as members of the LPPB, and prohibits them "from committing acts of sexual exploitation, sexual abuse or sexual harassment against colleagues and the general public whether on or off duty". It holds all personnel accountable for reporting incidents of harassment to the AIG of professional

standards, who, in turn, is responsible for submitting quarterly reports to the EMB regarding the implementation of this policy. Anyone filing a complaint is "entitled to request a single-gender panel in disciplinary hearings" and to protection from retaliation and discrimination.

The policy is emphatic on its scope of application, implementation and enforcement but silent on a number of other issues, notably the specificities of implementation. For instance, it states that "The Deputy Inspector General (DIG) shall be responsible for ensuring the implementation of this policy" without specifying the means by which the DIG shall do this. Staff officers, commanders, supervisors and heads of departments are tasked with creating and maintaining an environment that prevents sexual exploitation, but the policy does not clearly state in what ways such an environment could be created, how officers would be held accountable if they fail to prevent these acts, or how to ensure that the measures they put in place do not contravene national policies or deviate from international standards.

The policy stipulates: "The Executive Management Board of the SLP shall put in place a complaints procedure, including appointing an official or officials at or above that of a Superintendent to serve as a focal point for receiving complaints of sexual exploitation, sexual abuse and sexual harassment. The AIG Professional Standards shall set up an ad hoc committee to review the complaints." However, there is no distinction between this ad hoc committee and the single-gender panels that can be requested by complainants. There is no other focal point to receive complaints and no mechanism to process them other than the Complaints, Discipline and Internal Investigations Department (CDIID; see section on accountability and oversight). Furthermore, no committee has ever been set up to review complaints since the policy came into effect, mainly because no complaint has been made. Since the policy does not stipulate a gender-balanced composition of complaints review committees and considering that the officials to be appointed to such committees should be at or above the rank of superintendent, there is a great likelihood that they will be male dominated, unless a victim evokes the right to a single-gender panel. In essence, because more women than men experience sexual harassment, abuse and exploitation, there is a danger that there could be a situation in which the arbitrating body will comprise few or no persons who fully understand the plight of the assailed or represent their views and interests. In addition, the lack of clear guidelines for reporting and the male-dominated hierarchal structure of the SLP make it extremely difficult for female personnel to complain formally about sexual harassment.

Interviews conducted during the SLP self-assessment revealed a predominant perception among staff that offences of sexual abuse and harassment are taken very seriously and can lead to dismissal. Unlike any other SLP policy, 100% of personnel interviewed individually or in focus groups were at least somewhat

aware of this policy and the gravity of the offence. However, the majority still believe that sexual harassment and exploitation are commonplace in the police but victims, who are often women being harassed by their superiors, are afraid to take up the issue through fear of reprisals. A few men interviewed claimed to have experienced sexual harassment from female colleagues but had not reported these incidents because they work in a macho environment in which such advances are commonly regarded as something to be welcomed and any man acting contrary to that is seen as a buffman.[3]

Most interviewees were aware that all complaints against police officers, including those of sexual harassment and abuse, either from members of the public or their colleagues in the police are investigated by the CDIID, but only few were aware of the procedure for lodging complaints. Interviews revealed that, when confronted with sexual exploitation, harassment or abuse, the majority of female personnel prefer to deal with the matter informally, talking to senior female colleagues who are seen as mentors and guidance counsellors.

HUMAN RESOURCE/RECRUITMENT POLICY

Even though in practice the SLP makes considerable effort to recruit women, its recruitment policy has no specific objectives or considerations regarding women or underrepresented groups. Such considerations exist in the gender mainstreaming policy (2008), which states that "the SLP shall aim to increase the total numbers of women within the police force each year through improved recruitment and retention, so that the number of female officers adequately reflects the population." The service, as it stands, is overwhelmingly male (83%) and probably also dominated by a few ethnic groups. This has contributed to less effective community policing because, in some communities, the police are not representative of the local population in terms of gender or ethnicity, thereby creating space for mistrust on the one hand and not meeting the needs of specific categories of people on the other. As noted by Denham, "having a more representative police service – one that reflects the ethnic, religious, geographic, sex, tribal, and language makeup of the community – the credibility, trust and therefore the legitimacy of the service, will grow in the eyes of the public. Increasing the number of female personnel can have concrete operational benefits."[4]

According to the recruitment policy, "each interview panel must comprise one UNCIVPOL[5] and three SLP personnel, preferably those with the rank of Insp./ASP." Here, no attempt is made to ensure a gender balance on the interview panel and the requirement for the rank to be above inspector or assistant superintendent of police reduces the chances of women on the panel, since there are more men than women within all ranks.

PROMOTIONS

Promotions are a contentious issue in the SLP and one that cuts across gender. This is mainly because they are determined by the number of existing vacancies in the SLP and not necessarily by the number of people due and/or qualified for promotion. The criteria include education, communications skills and vision, which many see as subjective and contestable. According to the promotion policy, the aim is "to promote competent personnel who through their performance records have the potential to perform satisfactorily in their expected roles". As such, the SLP "will ensure that promotion in the SLP is a transparent process which reflects equal opportunities based on competence and performance framework and other criteria, as EMB may deem necessary other than length of service". While a number of steps have been taken to prevent nepotism, over 90% of personnel believe that promotions are based on favouritism or political connections, and are neither transparent nor based on competence and performance. Although personnel are eligible to apply for promotion after serving three years, some spend up to 30 years in the SLP without being promoted because the number of staff at each rank is capped.

While both male and female staff equally feel the promotions process could be improved, women remain more disadvantaged as they may have fewer qualifications than their male counterparts[6] and are less likely to benefit from squad-mate connections, which 90% of personnel perceive as the nexus of police culture (see section on institutional culture, page 25).

ENDNOTES

1. Only three countries in West Africa have police institutional gender policies: Cape Verde, Liberia and Sierra Leone. They cover a wide range of topics, including recruitment, retention and advancement of female personnel, gender mainstreaming in training and gender-responsive policing. For more information see Miranda Gaanderse and Kristin Valasek, *The Security Sector and Gender in West Africa*, p. 14.
2. Adrian Horn, Martin Gordon and Peter Albrecht, *Sierra Leone Police Review of Capabilities* (London: UKAID/Department for International Development, 2011).
3. *Buffman* in Krio could mean a sissy or even an impotent man.
4. Tara Denham, *Police Reform and Gender* (Geneva: DCAF, OSCE/ODIHR/UN-INSTRAW, 2008), p. 5.
5. UNCIVPOL, also known as UNPOL, is the United Nations Civilian Police. It sits at the recruitment panel because the gender policy was created during the restructuring process, which was supported by the United Nations, and also to guarantee a transparent process.
6. SLP personnel gender distribution by qualification.

8. Service delivery

FAMILY SUPPORT UNITS

FSUs were established in 2001, starting operations as a specialised unit in the CID addressing domestic violence and sexual and child abuse, due to the increase in crimes against women and children within and outside the home. It became an independent and separate unit in 2007 and its mandate was broadened with the passing of the three gender acts that year to address and respond to incidents of SGBV, including sexual, physical and emotional abuse of men, women and children, within the family unit. The FSU mandate encompassed investigation of SGBV cases, bringing perpetrators to justice and support services for healing and reintegration of survivors. FSUs have also sensitised local communities on GBV. The FSU also use a Training Manual that gives them additional guidance for responding to complaints of GBV. This manual is based on the standard operating procedures for police reponse to domestic violence included in the Domestic Violence Act.There are currently 43 FSUs countrywide, with 432 personnel – 236 male (55%) and 196 female (45%). Apart from 20 that have separate structures, all FSUs are attached to, or form an integral part of, an existing police station. Day-to-day management of the FSUs falls under the leadership of the LUCs/line managers, while strategic leadership falls under the FSU director.

The SLP is a signatory of the national referral protocol that "aims to ensure that child victims of sexual and gender-based violence receive a prompt and comprehensive response from service providers, from the first point of contact onwards".[1] Selected FSUs have, since 2004, social workers from the Ministry of Social Welfare, Gender and Children's Affairs integrated within them to work closely with FSU personnel in their investigations and support services to survivors, especially in cases involving children. The FSUs also work with NGOs that provide counselling and shelter for victims of GBV, such as the IRC Rainbo centres in Kenema, Kono and Freetown and Health Poverty Action in Bombali.

Though the FSUs provide a much-needed service in the country and work in collaboration with NGOs that provide both material and technical support, they are very much understaffed and face several challenges that hinder their effective operation, ranging from capacity and infrastructure to legal problems. In terms of capacity, the units have a 95% female clientele and deal with very sensitive gender issues, yet are staffed mostly by men (55%). This has in many instances created a situation where women are reluctant to narrate their ordeal or go through with the process of seeking justice. For example, the high number of male personnel at the FSUs makes it impossible to have same-sex interviews in every case of rape or abuse of women or young girls. The unit faces operational problems such as lack of survivor-centred interview rooms,[2] information processing systems and transport to convey victims to hospitals for examination or to court. In addition, many of the staff are said to have no training in criminal investigation and handling of SGBV cases and generally lack understanding of laws around GBV and the Domestic Violence Act (2007) – an act that should inform all their procedures.

FSUs are being increasingly utilised, as manifested in the increased number of reported cases over the years (see Tables 4 and 5), but are severely limited in relation to national coverage, particularly in rural areas where violence against women is widespread. They are inadequately resourced, lack the logistics to facilitate investigations and follow-up and largely depend on sporadic donor funding.

Victims are also faced with legal challenges, including compromise of GBV cases by investigating officers, traditional leaders or family members. For example, even though the police code of conduct stipulates that "police officers shall not misuse the information they acquire in the course of their official duties nor disclose information that is held in confidence within the government and police circles",[3] there have been allegations[4] that officers disclose information on GBV survivors and compromise cases by suggesting that victims settle with perpetrators out of court, or stall investigation because they have been bribed by the perpetrator. This can be linked to the high number of domestic violence cases stated as "resolved" in the FSU 2001–2009 report. Another challenge relates to the limited number

of magistrate courts and magistrates in many areas of the country, which usually translates into longer legal processes.

TABLE 4: SEXUAL ABUSE CASES[5]

Year	Cases reported	Cases charged	Under investigation	Kept in view[6]	Resolved[7]	Lack of evidence	Convicted
2001	192	175	Nil	15	2	–	–
2002	587	447	Nil	105	35	–	–
2003	670	537	Nil	92	41	–	–
2004	2,010	1,397	Nil	605	8	–	–
2005	891	636	Nil	169	64	–	22
2006	823	311	Nil	384	89	–	5
2007	761	326	171	164	52	35	13
2008	1,186	437	555	90	93	11	–
2009	1,004	353	492	44	113	2	20

Source: Sierra Leone's Family Support Unit 2001–2009.

TABLE 5: DOMESTIC VIOLENCE CASES

Year	Cases reported	Cases charged	Under investigation	Kept in view	Resolved	Lack of evidence	Convicted
2001	100	11	–	68	21	–	–
2002	984	92	–	197	695	–	–
2003	998	119	–	281	598	–	–
2004	949	191	–	233	525	–	–
2005	908	241	–	92	575	–	–
2006	1,171	190	–	482	471	13	15
2007	808	128	–	135	252	38	8
2008	2,747	369	–	230	712	2	–
2009	1,642	305	777	425	134	1	15

Source: Sierra Leone's Family Support Unit 2001–2009.

LOCAL POLICING PARTNERSHIP BOARDS

The LPPBs, established in 2002–2003, play an important role in community policing. They are voluntary bodies of community members and SLP personnel set up in every police division in the country to serve as a crime-prevention and crime-fighting mechanism. These bodies enable the SLP to adhere to its mission statement, "we will work with the public to ensure the safety and security of their communities", by ensuring the police and the community work hand in hand in preventing and fighting crime. The formation of LPPBs is described as laudable because "it creates a symbiotic relationship in that the police protect communities and communities in turn help the police in doing their job by providing information. Before the reform, the police was seen as an enemy but this form of community policing

encourages people to see the police as friends. It is important for taxpayers to accept and recognise the role of the police in the society."[8]

Each board has an executive consisting of a chair, deputy chair, secretary-general, assistant secretary-general, organising secretary, social secretary, financial secretary, treasurer, public relations officer, youth representatives, women's representatives, auditors, advisers to the board and other members who are representatives from zones within the police division. Chairs of the board are mostly respected people in the community, such as tribal chiefs and local entrepreneurs. There is no stipulation for a gender balance of board members but each board has ensured that women are duly represented. These women, elected to represent different police zones, are referred to as "chairlady" or "mammy queen" and assigned to address mainly domestic matters that are taken to the board, such as presiding over quarrels and fining parties for the use of vulgar language. Membership is voluntary and LPPBs are self-organised. Regional police partnership boards have also been created.

The 2007 and 2009 nationwide public perception surveys of the SLP disclose that over half (61.3%) of respondents were unaware of LPPB initiatives in their communities. However, levels of awareness vary geographically; some districts, such as Port Loko, Koinadugu, Bonthe and Kailahun, were more aware of the role and work of LPPBs than others.

The surveys also indicate rising satisfaction with the LPPBs: among those aware of the boards, 49.9% in 2007 and 62.0% in 2009 were satisfied with them. In general, the LPPBs have been seen to be doing a lot in the fight against GBV and the empowerment of women in their communities. Through interventions such as the establishment of community security volunteers – mainly community youths who are vigilant in observation and reporting of GBV incidences and helping the police in their investigations – LPPBs have contributed to making their communities safer. Monthly meetings are dedicated to discussing crime-related issues such as GBV, burglary and armed robbery and non-crime-related issues, such high teenage pregnancy and dropout rates, affecting the community.

The LPPB chairs are tasked with the responsibility of distributing SLP recruitment application forms to members of their communities, and use this opportunity to encourage women to enlist. Unfortunately, "very few women apply and this is because the stereotype that the police is full of dropouts still persist. Some refer to police officers as 'night watchmen' and look down on the job."[9]

Even though LPPB chairs complain that the boards do not have a clear or legal mandate because their constitution has neither been ratified nor adopted at a national conference as stipulated in the constitution, setting up LPPBs has been

one of the successful initiatives of the police reform process because, as one chair reflects, "perpetrators of crime live among people in different communities and this initiative has made it possible for people to report crime and suspicious activities. These days, people are eager to pass on information to the police and as such the crime rate, especially armed robberies, has drastically reduced."[10]

COMMUNITY RELATIONS

According to the SLP Force Standing Order, "it is the duty of all police officers, as servants of the state and of the public, to cultivate good relations with members of the general public. They should always bear in mind that where such relations do not exist, it would be a handicap for effective policing." The focus of the SLP Community Relations Department, headed by one of the two female CSPs, Memuna Konteh, has been to build better relationships between the SLP and the public. It does this through sensitisation campaigns and community outreach programmes in which it educates school children and communities on safety and security, law and order, GBV and crime prevention, and protection issues. The LPPBs also fall under the purview of the department (see page 47).

The 2009 public perception survey of the SLP brings out a number of issues with regard to police-community relations. Survey results indicate that 53.4% of respondents reported working with the police to make their community safe and secure. This is a significant decrease from 2007, when 70.2% of respondents said they worked with the police by reporting offences and providing information. This drop could be attributed to the fact that it was post elections and the anxiety experienced by many in 2007 had subsided. People were again beginning to feel safe.

However, even though 40% of respondents in the perception survey were female, there were no gender-related questions. How and whether the police met the specific needs of men, women, boys and girls were not queried, nor were there any specific questions on SGBV even though 25% of respondents, when asked about the different forms of crimes experienced, specified GBV as a crime that is experienced by many women.

ENDNOTES

1. The National Referral Protocol (2009), Government of Sierra Leone, p. 3.
2. Private, separate interviews rooms in which survivors feel safe to narrate their ordeal to trained interviewers or counsellors.
3. Regulation 4.1.2(a), SLP Force Standing Order, 2004 edition.
4. Interviews conducted by Aisha Fofana Ibrahim and Niki Kandirikirira for the Sierra Leone national action plan on GBV (2010).
5. Editor's note: the data here does not correspond to the one in the SLP crime statistic that can be found in the annex.
6. Pending cases that are kept in view because insufficient evidence has been found, the complainant did not follow up on the matter or the suspect is at large and a warrant of arrest is in force. At any stage these files can be opened and the investigation continued if there is additional information on a suspect or the suspect has been arrested. (Aiesha Bangura, director, FSU).
7. These are cases that have been settled. For example, if a report of physical assault is made and it is not an aggravated case, the complainant may choose not to prosecute but rather to reach a settlement. The SLP will then request that the complainant make a formal request for withdrawal to the police. (Aiesha Bangura, director, FSU).
8. Interview with Chief Mathew Jibao Young, western area Mende tribal head and LPPB chair, Central Police Station.
9. Interview with Chief Sahr Orlando Gbekie, western area Kono tribal head and LPPB chair, Lumley Police Station.
10. Interview with Chief Mathew Jibao Young, western area Mende tribal head and LPPB chair, Central Police Station.

9. Accountability and oversight

INTERNAL OVERSIGHT[1]

The internal oversight body of the SLP, the CDIID, established in 2000, was held in high esteem in the self-assessment survey for its fairness and professionalism in addressing police indiscipline. Based on the survey, 85% of SLP personnel believe the CDIID as an internal oversight body has been effective in addressing complaints made by internal or external aggrieved persons against security sector personnel. GBV is taken very seriously and those found guilty of such crimes are often dismissed, although coordination with relevant stakeholders such as the Ministry of Internal Affairs, the EMB and FSUs to deal with GBV issues within and outside the organisation is still weak.

According to the CDIID policy for appointment and tenure, recruitment to this department is focused on "the right calibre personnel" and based on secondment of officers with competencies in arbitration and negotiation, planning, management of resources and decision-making. The seconded officer should also be analytical and able to motivate others, use legal and operational knowledge to good use and apply a wide range of force procedures.[2] Although theoretically female personnel are not restricted from working in any SLP unit, they are a rarity in the area of criminal investigation – within the CDIID and CID. Until the recent transfer process

in March 2012 there were only five women and 30 men in the CDIID. This transfer process increased the number of women to ten and men to 35.

Arguably, the majority of female personnel in the SLP cannot be described as the "right calibre personnel" because they are traditionally assigned to units and positions in which it is near impossible to acquire the requisite skills needed in specialised units. Moreover, even though the majority of male personnel interviewed asserted that female staff pigeonhole themselves by insisting on working in specific units such as traffic and/or refusing to go for specialised training or be transferred to specialised units, there is no conscious or calculated effort in terms of policy to recruit more female personnel into the specialised units in which women remain underrepresented.

The Police Council

The Police Council is a constitutionally mandated oversight body with nine members, of whom two are women. The council comprises the vice president, the minister of internal affairs, the IGP and DIG, the chair of the Public Service Commission, a member of the Sierra Leone Bar Association, two people appointed by the president – usually a retired police officer and a civil society organisation (CSO) representative – and the permanent secretary of the Ministry of Internal Affairs, who serves as secretary to the council. According to section 158 of the constitution, the council is entrusted with the following:

1. The Police Council shall advise the President on all major matters of policy relating to internal security; including the role of the police force, police budgeting and finance, administration and any other matter as the President shall require.
2. The Police Council may, with prior approval of the President, make regulations for the performance of its functions under the constitution of Sierra Leone 1991 or any other laws, and for effective and efficient administration of the police force.[3]

In essence the Police Council provides political and moral support to the SLP, approves policies and advocates on behalf of the SLP in parliament. The constitutional stipulation that endows the vice president with a direct supervisory role has been questioned by CSOs and interpreted as creating the space for political interference. Moreover, the gender imbalance in this highest police oversight body does not augur well for the empowerment of female personnel in the institution.

The Executive Management Board

The EMB is the SLP's highest policy-making body. It is currently comprises 17 permanent members and four observers, and is chaired by the IGP. The EMB was

created to curb the powers of the IGP. It includes mainly high-ranking officers and currently has only two (12%) female AIGs (one active and another on a mission to Darfur) as members[4]. The board "provides direction and leadership for the organization at the highest level, formulating policies, making strategic decisions and giving moral and logistics support for effective operation",[5] and meets weekly to decide on the affairs of the SLP. Permanent members are the IGP; DIG; AIG Crime Services; AIG Operations; AIG Support Services; AIG Human Resource Management/Peacekeeping; AIG Training; AIG Integrated Intelligence Services; AIG Corporate Affairs, AIG Freetown West; AIG Freetown East; AIG South; AIG North; AIG East; AIG Northwest; AIG Northeast; and AIG Community Affairs. The observers are two female CSPs and a representative each from the United Nations Integrated Peacebuilding Office in Sierra Leone and the US embassy.

EXTERNAL OVERSIGHT

The SLP falls under the ambit of the Ministry of Internal Affairs and is managed by three key bodies: the Police Council, the EMB and the national police headquarters.

The Ministry of Internal Affairs[6]

The ministry exists to ensure the safety of citizens and support peaceful development within the law of Sierra Leone by formulating, prioritising, monitoring and reviewing policies, and creating the enabling environment for its agencies to deliver services relating to registration of all manner of persons, prevention and control of fire, control of immigration, prevention and detection of crime, safe custody of offenders and their reform and rehabilitation, and collaboration with other government departments in preventing and mitigating the effects of disaster. The ministry is responsible for the SLP, Sierra Leone Prisons Service, Immigration Department, National Fire Force and National Registration Secretariat.

There is limited civil society oversight of the police, including on the integration of gender issues in the SLP, although the LPPBs do play a part in oversight. Independent bodies such as the Human Rights Commission or the Ombudsperson do not monitor the activities of the police *per se*.

While mandates exist to oversee the SLP externally, one challenge to effective and independent external oversight by the Ministry of Internal Affairs, the Human Rights Commission or CSOs relates to lack of resources to set up formal oversight structures. As noted by Adrian Horn, "the most fundamental expressions of civilian oversight include the fact that the chief officer is an officer of the law, answerable to the law in respect of any unlawful act he or his officers may commit; and the fact that the Minister is answerable to Parliament for policing matters. But further measures beyond these are needed."[7]

External oversight of the police falls under the purview of the Parliamentary Committee on Internal Affairs, which also oversees prisons, the National Fire Force, immigration, national registration of births and deaths, national drugs and law enforcement and to a lesser extent the National Electoral Commission and the justice sector. The CDIID is tasked with internal oversight of the SLP.

The Parliamentary Committee on Internal Affairs is grossly underfunded and has since its inception in 2008 been able to embark on only one national visit in which it examined the welfare of officers, inspected facilities and noted factors that hamper the performance of internal security institutions. The committee, comprising two female members, has no mandate to pay specific attention to gender equality issues, but it does take upon itself to do so and believes that the SLP is on the right track in its efforts at being more gender responsive. One of the things noticed by the committee on its inspection tour of the police was the presence of few women on the EMB. According to the chair of the committee, "the gender acts should be the guiding document for engendering institutions. The equal opportunity policy of the police is still in its embryonic stage and therefore it should be given a chance to grow. They have started with placing gender-sensitive ads in which women are especially encouraged to apply and embarked on an aggressive recruitment process."[8]

ENDNOTES

1. Editor's note : after conducting the research, it was found that the Inspectorate Unit within the Corporate Affairs Directorate, has a monitoring and evaluation (M & E) officer.
2. Appointment and tenure policy, 2003.
3. The Sierra Leone constitution, quoted in SLP Force Standing Order, 2004 edition.
4. Editor's note : after completing the research, it was found that an accelerated promotions system is being put in place. It was not clear if this will take the form of a scheme or of a policy.
5. SLP 2009–2011 Strategic Plan.
6. From Government of Sierra Leone, "Long Term Strategic Plan for the Ministry of Internal Affairs 2007–2012", consultation draft, March 2007.
7. Adrian Horn, Martin Gordon and Peter Albrecht, *Sierra Leone Police Review of Capabilities*, p. 32.
8. Interview with Hon. Yapo Conteh, chair, Parliamentary Committee on Internal Affairs.

10. Conclusion

The SLP has commendably embraced the ongoing reform process despite the significant challenges it has to deal with on a daily basis. Its commitment to recruiting the best men and women and increasing the number of female personnel has made an important contribution to the establishment of a "force for good" that has in many ways regained the confidence of a large number of Sierra Leoneans. The efforts of the SLP in strengthening its gender responsiveness make it a front-runner among West African police services.

However, challenges persist, especially as regards institutional resources and the implementation of policies. The police can only be more effective if they are provided with the tools to perform. For example, FSUs are now a household name in the country, but they do not exist everywhere yet and are severely handicapped – no transportation, inadequate office space, no forensic technology, etc. As a result, the SLP finds it difficult to help victims in their search for justice.

In addition, the plethora of policies and procedures created by the SLP and geared towards a more efficient, effective and gender-responsive force, though commendable, is beset with problems. The SLP is no exception to the national malaise in which policies are created but hardly implemented. The selective and inconsistent implementation of policies in the police has contributed to rising

indiscipline and low morale among personnel. This view is especially articulated in the SLP's Strategic Plan 2009–2011:

> Whilst the SLP has been established with a sound legal and policy framework, the existence of policies and procedures has not been reflected in decisions regarding recruitment, training, transfers and promotions which undermine confidence in management. This has been identified as one factor responsible for low morale and increasing level of indiscipline in the service. Non-adherence to policies and corporate standards is making room for increased level of subjectivity and inconsistencies in the SLP leading to the unsatisfactory human rights record and dwindling public perception of the service. Corruption continues to be a national challenge… Non-compliance with policies and procedures generates perceptions that "Equal Opportunity" has not been very effective thereby making room for increased political influence.

In essence, the SLP should review all its policies, especially the contentious ones, and create an implementable strategy. This should provide a guide for action, improve the operation of the institution and integrate the principles of equality and fairness.

The SLP conducted its gender self-assessment to continue to make progress in becoming a gender-sensitive institution. It is one of the few security sector institutions in Sierra Leone to have conducted such an extensive review. Many findings and recommendations were addressed as soon as the self-assessment was launched, including the creation of a gender directorate with 19 members comprising men and women from headquarters and the provinces. Below are some of the recommendations based on the findings and proposals of the SLP working group that conducted the gender self-assessment process.

11. Recommendations

PERSONNEL AND INSTITUTIONAL CULTURE

- Establish a rotational deployment system for all personnel to all units to realise equal opportunity. This will help to build capacity, enable all personnel to understand all aspects of policing and curtail gender discrimination in terms of posting.
- Establish a gender directorate or unit that will ensure the implementation and monitoring of all gender-related policies and that the SLP is a gender-responsive, equal opportunity institution.
- Design a comprehensive welfare scheme containing reasonable paternity and maternity leave packages
- The accelerated promotion scheme should be reviewed and made into a policy with a clear-cut exit strategy. The creation of such a policy should go hand in hand with sensitisation on its content and justification for its creation. This may reduce the animosity that currently exists between male and female colleagues.

CAPACITY DEVELOPMENT AND TRAINING

- Place special focus on training female personnel for leadership and make courses such as prosecution and criminal investigations, from which women have generally been excluded, available to them.
- Make full use of the regional training centres, which are currently underutilised, to build the capacity of local personnel and share information on policies and regulations. This will help to bridge the gap between personnel in the western area and those in other regions in relation to access to information.
- Extend gender training, especially that dealing with the investigation of GBV, to all police personnel. This will enable the SLP to address SGBV effectively in remote communities. GBV training has primarily focused on FSUs, which do not necessarily operate in all communities.

POLICIES AND PROCEDURES

- Undertake a consultative review process for all SLP policies backed by an intensive and thorough sensitisation campaign on content, implementation and monitoring.
- Adhere strictly to policy requirements to avoid patronage, squad-mate syndrome, ethnicity, regionalism and gestures or bribes.
- The promotion policy should be reviewed and strictly adhered to. Even though the process was made more vigorous, it is still entrenched in patronage and nepotism.
- Revisit the study leave policy, as it is currently very ineffective, disliked and inadvertently contributes to the low educational status of both male and female staff.
- There needs to be an in-service study scheme for more female personnel to acquire college or professional diplomas if the SLP is serious about having more women in middle and top management.
- Institute a policy stipulating that two people of the same gender cannot hold the positions of IGP and DIG. This will make it possible for a woman to hold the number two position in the institution.

SERVICE DELIVERY

- There is a need for the presence of FSUs in all areas in the country and for such units to be equipped with material and human resources. There are currently only 43 FSUs and 432 personnel.
- There needs to be an increased presence of the police in communities.
- The role and presence of the LPPBs in the community need to be made more visible.

ACCOUNTABILITY AND OVERSIGHT

- Strengthen and develop the mechanisms and bodies responsible for external oversight and monitoring of the SLP.
- The capacity of the Ministry of Internal Affairs should be built for it to be an effective SLP external oversight body. The ministry is responsible for too many agencies and has limited funds, and this makes it very ineffective.
- The SLP and the Ministry of Internal Affairs should work towards establishing an external oversight body that includes CSOs, the Human Rights Commission and other relevant stakeholders that will be assigned the duty of monitoring the SLP.

OPPORTUNITIES

» The creation of the gender mainstreaming and sexual exploitation, abuse and harassment policies. This lays the foundation for addressing gender equality issues in the institution.

» The collaboration of the police (FSUs) with organisations working on SGBV. An SLP AIG serves as vice-chair of the National Committee on Gender Based Violence. The SLP is a signatory of the national referral protocol which "aims to ensure that child victims of Sexual and Gender Based Violence receive a prompt and comprehensive response from service providers, from the first point of contact onwards".[1]

» The accelerated promotion scheme for female university graduates recruited into the SLP. This scheme, which ensures the promotion of female recruits with college degrees from the rank of constable to inspector within six months of graduation from the PTS, is aimed at having more female police in middle management. Seventeen female personnel have benefited from the scheme since it was introduced in 2005.

» The creation of an internal oversight body, the CDIID, to check the excesses of police personnel. This body investigates complaints against police made by colleagues or members of the public and is very important in police promotion processes: staff with a damning CDIID report will find it very difficult to get promoted. In addition, police personnel face the possibility of dismissal depending on the gravity of the SGBV offence committed.

ENDNOTES

1. National Referral Protocol (2009), Government of Sierra Leone, p. 3.

Annexes

ANNEX 1: DOCUMENTS REVIEWED

1. SLP Gender Mainstreaming Policy (2008).
2. SLP Policy on Sexual Exploitation, Sexual Abuse and Sexual Harassment (2008).
3. Anti-Human Trafficking Act (2005), Government of Sierra Leone.
4. Domestic Violence Act (2007), Government of Sierra Leone.
5. Sierra Leone National Action Plan for the Full Implementation of UN SCR 1325 and 1820 (SiLNAP) (2010), Government of Sierra Leone.
6. National Gender Strategic Plan 2010–2013 (2010), Government of Sierra Leone.
7. Sierra Leone Police Appointment and Tenure Policy, CDIID (2003).
8. SLP Human Resource/Recruitment Policy (2005).
9. SLP Force Standing Orders, 2004 edition.
10. SLP Annual Training Report (2009–2010).
11. Standard Operating Procedure for GBV (2007).
12. SLP Annual Crime Statistics Report, 2010.
13. Nationwide Public Perception Survey of the SLP, 2009.
14. SLP 2009–2011 Strategic Plan.
15. National Referral Protocol (2009), Government of Sierra Leone.
16. SLP Current Strength Factsheet, 8 June 2012.
17. "Assessment of Family Support Unit of the Sierra Leone Police – Western Area and Moyamba District, Sierra Leone", Justice Sector Development Programme, 2005.
18. "Access to Justice for Cases of Sexual Violence in Sierra Leone: An Internal Report of Findings and Recommendations for the International Rescue Committee, Sierra Leone", Human Rights Program, Harvard Law School, 2008.

ANNEX 2: INTERVIEWS CONDUCTED

1. Francis Munu, IGP, SLP (14 July 2011).
2. Elizabeth Turay, director, SLP (16 July 2011).
3. Alhaji S. I. S. Koroma, director, Human Resource Management, SLP (14 July 2011).
4. Amadu Mannah, director, Corporate Affairs, SLP (12 July 2011).
5. Morie Lengor, director, Crime Services, SLP (21 July 2011).
6. David Sesay, regional commander south, SLP (10 June 2011).
7. J. B. Kabia, regional commander north, SLP (17 June 2011).
8. Aiah Komba, regional commander northeast, SLP (17 June 2011).
9. Theophilus Senesie, LUC Bo, SLP (11 June 2011).
10. Fayia Sellu, LUC Kenema Division, SLP (11 June 2011).
11. G. O. V. Tarawalli, LUC Eastern Police, SLP (17 July 2011).
12. Memuna B. Konteh, head, Community Relations Department, SLP (19 July 2011).
13. Aeisha Bangura, head, FSU, SLP (27 August 2011).
14. Chief Sahr Orlando Gbekie, chair, LPPB, Lumley Division (13 August 2011).
15. Chief Mathew Jibao Young, chair, LPPB, Central Police Division (13 August 2011).
16. Hon. Yapo Conteh, chair, Parliamentary Committee on Internal Affairs (18 July 2011).
17. Fatu Kargbo, Ministry of Social Welfare, Gender and Children's Affairs (16 August 2011).
18. Gloria Bayoh, gender officer, Human Rights Commission (17 August 2011).
19. Kadiatu Bachaly-Taylor, National Committee on Gender Based Violence liaison officer, IRC (17 August 2011).
20. Brigadier Kestoria Kabia, director, Gender Directorate, Republic of Sierra Leone Armed Forces (16 August 2011).
21. Naasu Fofanah, gender officer, United Nations Integrated Peacebuilding Office in Sierra Leone (16 August 2011).
22. Marcella Marcauley, governance officer, Campaign for Good Government (17 August 2011).
23. Sonia Warner, governance adviser, UK Department for International Development (17 August 2011).

ANNEX 3: FOCUS GROUP PARTICIPANTS

Southern – Bo (10 June 2011)

1. Inspector Augustine Kabia
2. Inspector John Sesay
3. PC S. Conteh Dauda
4. K. J. Squire
5. Sergeant Alex Mustapha
6. Inspector Eric Nyuma
7. Inspector M. Nicol
8. W/PC Augusta Brewah
9. Inspector J. Navo
10. Inspector M. A. Sesay
11. Inspector Puvandi

Eastern – Kenema (11 June 2011)

1. W/PC A. Kanu
2. W/ASP Gloria Macauley
3. Sergeant Aruna Mansaray
4. Mustapha Abdulai
5. PC Kabia Sheku
6. Superintendent A. B. Tarawalie
7. W/ASP Kadie Samah
8. W/Sergeant M. Feika
9. Inspector Alfred Sesay
10. W/Sergeant Mabinty Daramy
11. W/PC Jane Sesay

Northwest – Port Loko (17 June 2011)

1. W/Inspector Isata Sesay
2. Superintendent Lakoh Amadu
3. W/PC Assiatu Sankoh
4. W/PC Alimatu Fofanah
5. ASP John Jimmy
6. ASP A. R. Nabieu
7. ASP Mohamed Bangura
8. PC Abdul Sesay
9. W/PC Rosetta Mansaray
10. W/Sergeant Mariatu Cole

Northeast – Makeni (17 June 2011)

1. Superintendent A. B. Tarawalie
2. ASP John Murray
3. W/ASP Kadie Samah
4. J. K. Williams
5. W/Sergeant M. Feika
6. Inspector Alfred Sesay
7. W/Sergeant Mabinty Daramy
8. W/PC Jane Sesay
9. PC A. Momoh

Western – Freetown (16 August 2011)

1. W/Superintendent C. F. Q. Clarkson
2. W/ASP Umu K. Saccoh
3. W/Sergeant M. G. Kaoda
4. W/Inspector Victoria I. Sesay
5. W/Inspector Marie M. Mansaray
6. Sergeant S. A. L. Bangura
7. W/PC H. Kaikai
8. W/Inspector Victoria M. Bangura
9. Deputy W/PC Yeonah C. Mansaray

Southern – Bo (18 August 2011)

1. W/Sergeant Aminata Kanefa
2. W/Sergeant Betty Karimu
3. Deputy W/Sergeant Siebiello Bangura
4. W/Sergeant Hannah Dauda
5. Deputy W/Sergeant Edna Mahdi
6. W/Sergeant Lauretta Decker
7. Deputy W/PC Betty Dauda
8. W/Sergeant Tenneh Jabba
9. W/Inspector Bafour F. Davies
10. W/Sergeant Martha F. Bendu
11. Fatmata J. Daboh

ANNEX 4: INTERVIEW AND SURVEY QUESTIONS

Questions for semi-structured interviews with top SLP management on gender responsiveness

1. What did you think of the self-assessment survey?
2. How effective do you think the SLP has been in its response to engendering the institution? Why?
3. How do job descriptions, standard operating procedures and codes of conduct take into account the different ways in which they impact upon men and women in the SLP?
4. Which institutional policy do you think ha been the most effective in this process of mainstreaming gender? Why?
5. Which institutional policy do you think has been the least effective? Why?
6. What do you think of the accelerated promotion scheme introduced by the SLP?
7. What types of gender training does the SLP conduct? For what levels? How often?
8. Which have been the most effective? Why?
9. Which have been the least effective? Why?
10. What do you think are the specific needs of women in the SLP? What will enhance their growth within the institution?
11. What do you think are the specific needs of men in the SLP? What will enhance their growth within the institution?
12. Do police men and women have equal opportunities in the SLP? How, why or why not?
13. What procedures are in place to prevent GBV, sexual harassment and sex discrimination in the SLP against other personnel? Against members of the public?
14. What measures are in place to encourage the recruitment and retention of female personnel?
15. Why are there few women in the SLP, and why is the retention rate low?
16. What do you think is the role of top management in making the SLP a gender-sensitive and equal opportunity institution?

Questions for SLP focus group on gender responsiveness

1. What did you think of the self-assessment survey?
2. How effective do you think the SLP has been in its response to engendering the institution? Why?
3. How do job descriptions, standard operating procedures and codes of conduct take into account the different ways in which they impact upon you as police personnel?
4. Which institutional policy do you think has been the most effective in this

process of mainstreaming gender? Why?

5. What do you think of the accelerated promotion scheme introduced by the SLP?
6. Which institutional policy do you think has been the least effective? Why?
7. What types of gender training have you attended? How often?
8. Which have been the most useful for you? Why?
9. Which have been the least useful? Why?
10. What are your specific needs as women in the SLP? What will help to enhance your growth within the institution?
11. What are your specific needs as men in the SLP? What will help to enhance your growth within the institution?
12. Do police men and women have equal opportunities in the SLP? How, why or why not?
13. What procedures are in place to prevent GBV, sexual harassment and sex discrimination in the SLP against other personnel? Against members of the public?
14. What measures are in place to encourage the recruitment and retention of female personnel?
15. Why are there few women in the SLP, and why is the retention rate low?
16. What do you think is the role of top management in making the SLP a gender-sensitive and equal opportunity institution?

ANNEX 5: CRIME STATISTICS

Categories of offences in SLP recorded crimes

Offences against the person: administering poison, assault, assault on police, attempted murder, attempted suicide, death by misadventure, drowning, human trafficking, manslaughter, murder, ritual murder, threatening language, throwing corrosive fluid, throwing missiles, wounding, wounding with intent.

Offences against women and children: abortion, absconded child, abuse of young girl, assault with intent to ravish, child abuse, child neglect, child stealing, child trafficking, cruelty to child, domestic violence, harbouring, indecent assault, rape, unlawful carnal knowledge.

Offences against property: arson, burglary, burglary and larceny, cruelty to animal, house breaking and larceny, larceny, larceny bailee, larceny by trick, larceny cattle, larceny diamond, larceny dwelling house, larceny from person, malicious damage, office breaking and larceny, receiving, robbery, robbery with aggravation, robbery with violence, sacrilege, shop breaking and larceny, store breaking and larceny.

Economic offences: altering counterfeit notes, embezzlement, exposing goods for sale, false pretence, forgery, fraud, fraudulent conversion, impersonation, money doubling, money laundering, obtaining credit by fraud, possessing counterfeit notes, selling class B drugs, unlawful possession of Cannabis sativa, unlawful possession of diamonds, unlawful possession of drugs, unlawful possession of goods.

Offences relating to mischief and public order: incitement, affray, conspiracy, disorderly behaviour, frequenting, insulting conduct, loitering (with intent), obstruction, riotous conduct, street noise, threatening to burn a house, trespass.

Miscellaneous offences: unlawful possession of arms and ammunition, perjury, entering Sierra Leone without documents, exploding dynamite, escaping from lawful custody, entering quay without pass, sand mining, dealing in scrap metals, destroying growing plants, public health offences (Public Health Act), environmental offences, shooting, resisting police arrest, unlawful possession of military combat, electoral fraud, procuring corpse.

PREVALENT CRIME TRENDS					
S/No.	Offence	2007	2008	2009	2010
1	Assault	18,620	19,871	18,695	18,369
2	Larceny	10,056	10,505	8,976	9,247
3	Malicious damage	1,989	2,057	1,730	2,053
4	Fraudulent conversion	5,741	5,577	5,186	5,267
5	False pretence	2,664	2,356	2,828	3,207
6	Robbery with aggravation	165	129	230	251

Source: SLP Crimes Statistics Report 2010.

REGIONAL ARMED ROBBERY CASES REPORTED, 2010			
S/No.	Region	Armed robbery	%
1	West	229	91
2	North	12	5
3	South	6	2
4	East	5	2
TOTAL		252	100

Source: SLP Crimes Statistics Report 2010.

REGIONAL BREAKDOWN OF SEXUALLY RELATED OFFENCES, 2010						
S/No.	Offence	West	South	East	North	Total
1	Unlawful carnal knowledge	11	65	65	76	217
2	Indecent assault	84	32	13	18	147
3	Rape	63	16	20	27	126
4	Child abuse	27	16	13	30	86
TOTAL		185	129	111	151	576

Source: SLP Crimes Statistics Report 2010.

SEXUALLY RELATED OFFENCES, 2008–2010				
S/No.	Offence	Recorded crime statistics		
		2008	2009	2010
1	Unlawful carnal knowledge[1]	362	313	217
2	Indecent assault	150	139	147
3	Rape	79	115	126
4	Child abuse	32	21	86
TOTAL		623	588	576

Source: SLP Crimes Statistics Report 2010.

1. Legal definition for "forbidden or taboo sexual intercourse between individuals" such as incest, rape and underage relations.

ANNEX 6: NATIONAL POLICE HEADQUARTERS

As part of the reform process, roles and responsibilities were devolved and new departments, headed by top-ranking officers, were established. The police headquarters houses the Office of the IGP, the DIG, eight AIGs and their corresponding support services.

The Office of the IGP

The professional head of the SLP service is appointed by the president of Sierra Leone. The IGP is assisted by the AIGs.

The Office of the DIG

The DIG is principally the supervisor of all AIGs both at police headquarters and in the regions, and deputises for the IGP at important meetings and programmes.

AIG (Integrated intelligence Services)

i. Special Branch
ii. Criminal Intelligence Services

AIG (Training)

i. Police Training School Hastings
ii. Specialist and Overseas Training

AIG (Corporate Affairs)

i. CDIID
ii. Estate
iii. Corporate Service Department (Inspectorate, Change Management and Research and Planning Units)

AIG (Human Resource Management and Peacekeeping)

i. Human Resources Department
ii. Peacekeeping

AIG (Support Services)

i. Transport HQ
ii. Force Stores and Supplies Office
iii. Finance and Procurement Departments

AIG (Crime Services)

i. Transnational Organised Crime Unit
ii. Criminal Investigation Department
iii. International Police Organisation (Interpol)
iv. Family Support Units
v. Legal and Justice Support Department

AIG (Operations)

i. Traffic
ii. Operational Policy and Planning Department
iii. Marine and Lungi Airport

AIG (Community Affairs)

i. Media and Public Relations
ii. Community Relations Department